

Lassen County Housing Element


INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

APR 21 1995

UNIVERSITY OF CALIFORNIA



April, 1993



Digitized by the Internet Archive
in 2025 with funding from
State of California and California State Library

<https://archive.org/details/C124912803>

LASSEN COUNTY HOUSING ELEMENT

1993

Adopted by:

Lassen County Board of Supervisors

Resolution No. 93-55

April 27, 1993

Prepared by:

Lassen County Planning Department

Robert K. Sorvaag, Planning Director

Merle Anderson, Principal Author

LASSEN COUNTY HOUSING ELEMENT

TABLE OF CONTENTS

Introduction	1
Chapter I: Housing Market Analysis	
Population	3
Economy	5
Housing Stock and Household Characteristics	7
Chapter II: Housing Needs	
General Housing Needs	11
Special Housing Needs	14
"At Risk" Units	19
Chapter III: Land and Services Availability	21
Chapter IV: Constraints	
Governmental Constraints	27
Non-Governmental Constraints	34
Chapter V: Energy Conservation	
Opportunities for Residential Energy Conservation	38
Chapter VI: Summary of Housing Element Review	42
Chapter VII: Housing Goals, Objectives and Programs	
Housing Goal	44
Housing Policies	44
Housing Objectives and Programs	
One: Meeting Basic Construction Goals	45
Two: Providing Affordable Housing	46
Three: Providing Adequate Site and Services ...	47
Four: Rehabilitation	49
Five: Conserving Affordability	49
Six: Fulfilling Special Housing Needs	50
Seven: Reducing Housing Costs by Reducing Energy Costs	51
Eight: Increasing Home Ownership Opportunities	51
Nine: Emergency Housing	52
Ten: Eliminating Housing Discrimination	52
Eleven: Citizen Participation	53
Twelve: General Plan Consistency	53
Thirteen: Eliminating Unnecessary Governmental Constraints.....	53

Appendices

- A. Regional Needs Plan
- B. State Housing Programs
- C. Housing Element Review
- D. Housing Conditions Survey
- E. Community Participation List

LASSEN COUNTY HOUSING ELEMENT

LIST OF TABLES

1. Population Growth, 1940-1990	3
2. Ethnic Components of Population	4
3. Population by Age	5
4. 1992 Income Limits	7
5. Housing Characteristics	8
6. 1992 Housing Stock Characteristics	9
7. Summary of Actual and Projected Housing Needs, 1991-1997	12
8. Summary of Household and 1997 Regional Housing Needs Projections by Income Group	12
9. Housing Conditions Survey, 1992	14
10. Potential Capacity for Dwelling Units in Vacant Areas Currently Zoned for Residential Use	23
11. Effect of Interest Rates on Single Family Home Costs	36

LASSEN COUNTY HOUSING ELEMENT

INTRODUCTION

California's General Plan requirements are set forth in the Government Code. Section 65300 requires each county and city to adopt a comprehensive, long-term general plan for the physical development of its area. Section 65302 states that the general plan shall consist of a statement of development policies setting forth objectives, principles, standards and plan proposals for a number of planning issues. These issues are addressed as elements of the general plan, and include land use, circulation, conservation, open space, noise, safety and housing.

Government Code Section 65583 states:

The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing.

Detailed requirements for the content of housing elements and the process of periodic revisions are included in Article 10.6 of the Government Code (Section 65580, et seq).

Regarding periodic review and update of the housing element, Section 65588(b) states that, "the housing element shall be revised as appropriate, but not less than every five years, to reflect the results of this periodic review."

In addition to complying with state law, and maintaining eligibility for certain housing and economic development grants, there are local benefits that can be derived from the preparation of a housing element. The housing element can provide the community with information about local housing conditions; identify opportunities to meet local needs; provide citizens with an opportunity to participate in the planning process; and serve as a policy statement so that everyone will understand the basis of future housing program decisions.

The housing element can also assist public agencies in the coordination of their housing programs and help builders make market decisions about the types and quantity of housing the County needs.

Scope of Revision

With few exceptions, the Lassen County Housing Element addresses only the housing needs of the unincorporated area

of the county. (Some housing issues and data, however, do include the City of Susanville.) The City of Susanville, the only incorporated community in Lassen County, maintains a separate housing element.

This revision of the Lassen County Housing Element has been prepared in accordance with Sections 65580-65589.5 (Article 10.6) of the Government Code.

Citizen Participation

Contact was made with a number of individuals and agencies involved with housing-related programs in Lassen County during the course of preparing and reviewing the draft Housing Element. A list of these contacts is included in Appendix E.

A public hearing in review of the Draft Housing Element was held before the Planning Commission on April 14, 1993, and a public hearing was held by the Board of Supervisors on April 27, 1993. These hearings were advertised in the local newspaper (the Lassen County Times) and the local radio station (KSUE). The notice for the hearings encouraged public participation and advised the community that copies of the draft were available for review at the County Library and the Planning Department. The notice also informed the public that questions on the purpose and process of the housing element would be answered by the County Planning Department. Copies of the draft were also distributed to agencies and individuals who had expressed interest in local housing issues.

The Draft was received by the Department of Housing and Community Development (HCD) on March 30, 1993 for review pursuant to Government Code Section 65585(b). At the request of the County, HCD expedited review of the Draft and returned its written review comments dated April 16, 1993.

Following the Board of Supervisors' public hearing on April 27, in which they received: all public comments; the Planning Commission's review recommendations; the written comments submitted by DHS; and further revisions recommended by staff based on all the above, the Board adopted the Housing Element.

CHAPTER I
HOUSING MARKET ANALYSIS

POPULATION

Table 1 indicates the total growth in population of Lassen County, including the City of Susanville, since 1940.

TABLE 1.
POPULATION GROWTH 1940-1990
LASSEN COUNTY (INCLUDING CITY OF SUSANVILLE)

<u>Year</u>	<u>Population</u>	<u>Percent Change*</u>
1940	14,479	
1950	18,474	22
1960	13,597	-35
1970	16,796	19
1980	21,661	29
1990	27,598	27

*Percent change in decade from previous census.

SOURCE: 1990 Census

According to the 1990 Census, the population of the unincorporated area of Lassen County was 20,319.

Department of Finance Demographic Research Unit projections for January, 1992, indicate a total Lassen County population of 28,718 and an unincorporated population of 16,953. The loss of population in the unincorporated area between 1990 and 1992 (-3366 people) is largely attributed to the annexation by the City of Susanville of the California Correctional Center and its group quarters (inmate) population.

A second major annexation by the City of Susanville of a populated area took place in 1992 and has yet to be reflected in Department of Finance projections. This annexation of an area on the north side of the city took in approximately 400 homes and a population of approximately 1000 people.

Population Composition

According to the 1990 Census, Lassen County's population was comprised of 12,398 males with a median age of 31.1, and 7,921 females with a median age of 33.8. The median age of both sexes in the unincorporated area was 31.8.

The population of the unincorporated area of Lassen County is predominantly white, accounting for 86 percent of the population. The ethnic components of the population of the County in the unincorporated area are given in Table 2.

TABLE 2.
ETHNIC COMPONENTS OF POPULATION
(Unincorporated Area Only)

Total Population	20,319
White	15,272
Black	1,637
American Indian, Eskimo, Aleut	580
Asian & Pacific Islander	154
Hispanic Origin	2,353
Other	323

SOURCE: 1990 Census, Summary Tape File 3 (Corrected)

The 1990 Census classifies all persons in the unincorporated area of Lassen County as "rural". The Census further indicates 958 people as "rural farm" and 19,361 as "rural nonfarm".

A summary of the age distribution of Lassen County's unincorporated population is given in Table 3.

TABLE 3.
POPULATION BY AGE
(Unincorporated Area Only)

<u>Age</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Under 1	154	122	276
1 and 2	252	269	521
3 and 4	181	220	401
5	130	147	277
6	175	129	304
7 to 9	415	459	874
10 and 11	347	266	613
12 and 13	224	290	514
14	122	166	288
15	147	153	300
16	101	106	207
17	78	53	131
18	107	131	238
19	257	71	328
20	267	58	325
21	385	99	484
22 to 24	874	185	1059
25 to 29	1656	561	2217
30 to 34	1550	633	2183
35 to 39	1034	652	1686
40 to 44	994	592	1586
45 to 49	785	500	1285
50 to 54	397	422	819
55 to 59	412	381	793
60 to 61	161	165	326
62 to 64	280	222	502
65 to 69	381	360	741
70 to 74	226	278	504
75 to 79	144	52	196
80 to 84	118	127	245
85 and over	44	52	96

SOURCE: 1990 Census, Summary Tape File 3 (Corrected)

ECONOMY

The California Employment Development Department reports that Lassen County's total average unemployment rose from 9.1 percent in 1990 to 9.9 percent in 1991. This is higher than the State's average unemployment rate of 7.5.

Figures for 1991 project a civilian labor force of 10,075; employment of 9,075 and a total of 1,000 unemployed.

The predominant sector of employment in Lassen County is

government, which comprises 49.2 percent of jobs in the county. This is largely due to employment at the California Correctional Center, but is also augmented by employment at the Sierra Army Depot, the Forest Service, the Bureau of Land Management, Lassen College, as well as other schools and governmental agencies located in Susanville. The next two largest sectors are Retail Trade (14.7 percent) and Services (14.4 percent). Agriculture, forestry and fishing together comprise only 3.2 percent of the annual average employment.

The Employment Development Department reports the following "Industry Trends and Outlook" in the Annual Planning Information, Lassen County report dated June, 1992:

Employment in Lassen County is expected to grow moderately during the next two years. This growth will occur as Lassen County eases out of the current economic recession.

Government employment is expected to register the largest growth due to the expansion of the correctional facility located in Susanville. Along with the expansion of the correctional facility, related employment gains will occur in the services, construction, wholesale trade, and the retail trade industry divisions.

The services industry division will experience the second largest job increase over the next two years...

The remaining Lassen County industry divisions: agriculture; mining; finance; insurance; and real estate; and transportation and public utilities; are expected to show very little employment growth in the coming years.

Median Income and Definitions of Income Groups

According to the 1990 Census, the median family income (in 1989) for Lassen County \$32,535. This was 78 percent of the state's family median income of \$40,559.

Also according to the 1990 Census, 1714 people in all age groups in the unincorporated area of the County had 1989 income below the poverty level. This is approximately 11 percent of the population.

Table 4 indicates 1992 income limits for Lassen County as set forth in a letter from the Department of Housing and Community Development dated May, 1992.

TABLE 4.
1992 INCOME LIMITS

Area Family Median Income- \$31,400

<u>Standard</u>	<u>Number of Persons in Family</u>			
	1	2	3	4
Very Low Income	11050	12600	14150	15750
Lower Income	17650	20150	22700	25200
Median Income	22050	25200	28350	31500
Moderate Income	26450	30250	34000	37800

Note: Higher income limits apply to families with more than four persons.

SOURCE: Department of Health Services, May, 1992.

According to the Regional Housing Needs Plan for Lassen County, the income limits for a four-person household in Lassen County are the following:

Very Low Income	Income not exceeding 50% of area median family income.
Other Lower Income	Income between 50% and 80% of area median family income.
Moderate Income	Income between 80% and 120% of area median family income.
Above Moderate Income	Income exceeding 120% of area median family income.

Income limits for other household sizes are calculated using household size adjustment factors. For example, the income limit for a one-person household for any income level is 0.7 times the four-person income limit for that income level.

HOUSING STOCK AND HOUSEHOLD CHARACTERISTICS

There was a total of 15,609 households in the unincorporated area of the County, according to the 1990 Census.

A table summary of Lassen County's housing stock is given in Table 5. Department of Finance projections for Lassen County housing stock characteristics for 1992 are summarized in

Table 6.

TABLE 5.
HOUSING CHARACTERISTICS
(Unincorporated Area Only)

	<u>Units</u>	<u>Percentages</u>
Housing Units	7,234	100.0%
Single Family Detached	4,713	64.9%
Single Family Attached	41	.6%
Two-to-Four Plexes	131	1.8%
Five or More Units	103	1.4%
Mobile Homes	2,183	30.2%
Other	81	1.1%
Total Occupied	5,702	78.8%
Owner	4,291	75.3%*
Renter	1,411	24.7%*
Vacant	1,532	21.2%

*Percentage of total occupied.

SOURCE: 1990 Census, Summary Tape File 3 (Corrected).

It is significant to note that mobile homes constitute over 30 percent of the total housing stock in the unincorporated area of Lassen County.

The 1990 Census indicates that 75.3 percent (4,291 out of a total of 5702 occupied units) of housing units in the unincorporated area of the County are owner-occupied. Approximately 24.7 percent (1411 units) are renter-occupied.

Some locals have questioned the vacancy rates quoted for Lassen County, doubting that it is as high as the 21.2 percent projected for the unincorporated area in the 1990 Census. This figure is largely influenced by the high seasonal vacancy rate in Lassen County in the month of April; the month in which the Census was taken. This rate reflects

a large portion of the housing market that is primarily second home and recreational and is not an accurate indicator of vacancy in terms of available market stock which applies directly to regional housing needs.

The 1990 Census identified 735 vacant housing units in the unincorporated area which were classified as having "Seasonal, Recreational or Occasional Use". If these units were not included in calculating the vacancy rate of "on-the-market" vacancies, Lassen County would have a vacancy rate of 10.9 rather than 21.2 percent. This appears to be a more realistic figure.

As much as 19 percent of the housing stock in the unincorporated area of the County is estimated to be more than 50 years old, having been built before 1940. An estimated 25 percent of all housing units were built between the years 1980 and 1990.

TABLE 6.
1992 HOUSING STOCK CHARACTERISTICS
LASSEN COUNTY

	<u>Susanville</u>	<u>Outside City</u>	<u>Total County</u>
Total Units	3193	7494	10687
Single Detached	2075	4892	6967
Single (Attached)	51	38	89
Multiple (2-4)	238	118	356
Multiple (5 plus)	586	159	745
Mobile Homes	243	2287	2530
Total Occupied Units	2907	6018	8925
Percent Vacancy	8.96	19.7	16.49
Persons per Household	2.513	2.743	2.668

SOURCE: Department of Finance Report E-5, April 29, 1992.

Housing Costs

Housing costs in Lassen County are relatively affordable compared to average housing costs in California. In Lassen County, according to the 1990 Census, the median house price was \$69,300. This was 36 percent of the statewide median

price of \$194,300.

The median rental payment was \$412; 66 percent of the statewide median average of \$620.

Household Size

The average household size for the unincorporated area of Lassen County was reported to be 2.74 persons per household in 1990. According to the 1990 Census, there were 692 units (12.1 percent of all occupied units) that had five or more persons in the unit.

Lassen County had a mean average in 1990 of five rooms per unit.

CHAPTER II

HOUSING NEEDS

GENERAL HOUSING NEEDS

Basic construction needs are the minimum number of units needed, as determined by the California Department of Housing and Community Development (HCD), to accommodate projected new households, provide a reasonable vacancy rate, and make up for housing units that will need to be replaced. These estimates are intended to project how much housing will be needed to keep up with housing demand. The 1984 Regional Needs Plan projected that a total of 9,527 units would be needed by 1992 to fulfill the regional needs estimates. This would have required the construction of 2,681 new units between 1984 and 1992.

According to Department of Finance estimates, the County had an estimated total of 7494 units in the unincorporated area in January, 1992

A new Regional Needs Plan for Lassen County was adopted by HCD on June 28, 1991. This plan is for the period of January, 1991 to July, 1997. It is summarized in Tables 7 and 8.

A copy of an excerpt from the Regional Needs Plan is included in Appendix A.

According to the Regional Needs Plan, as shown in Table 7, 990 new housing units are needed in the period 1991-1997 just to keep up with the projected increase in households. A total of 8,330 housing units would be needed in 1997 to accommodate the projected number of households in Lassen County.

Household increases are just one component in the projection of basic construction needs. The total number of housing units needed must also take into account vacancy and replacement needs (see Appendix A, page A-3). As shown in Table 8, in accounting for all construction need components, a total of 1389 new units are projected to be needed in 1987.

The provision of 1389 housing units in the seven-year period of 1991-1997 would require the construction of approximately 198 units per year.

TABLE 7.
SUMMARY OF ACTUAL AND
PROJECTED HOUSING NEEDS, 1991-1997

		<u>Actual</u>	
Year	Households		Total Units
1991	5,894		7,340
		<u>Needed</u>	
Year	Households	Construction Needs	Units Needed
1997	6,884	990	8,330

SOURCE: Regional Housing Needs Plan, Department of Housing and Community Development, 1991.

TABLE 8.
SUMMARY OF HOUSEHOLD AND 1997 REGIONAL
HOUSING NEEDS PROJECTIONS BY INCOME GROUP

<u>Income Group</u>	<u>1991</u> <u>Existing</u> <u>Households</u>	<u>1997</u> <u>Projected</u> <u>Households</u>	<u>New Units</u> <u>Needed</u>
Very Low	1,064	1,271	290
Other Low	1,061	1,242	254
Moderate	1,383	1,605	311
Above Moderate	<u>2,386</u>	<u>2,766</u>	<u>534</u>
TOTAL	5,894	6,884	1,389

SOURCE: Regional Needs Plan, Department of Housing and Community Development, 1991.

Low and Moderate Income Housing

The total number of new units needed in the planning period, projected in the Regional Needs Plan, is only one dimension of the County's housing needs. Housing needs must also give special attention to meeting the needs of low and moderate

income families.

Lassen County's housing needs, projected by income groups, are indicated in Table 8. These projections are based on the assumption that the identified income groups will constitute the following percentages of total households needed by 1997:

Very Low	18.5%
Other Low	18.0%
Moderate	23.5%
<u>Above Moderate</u>	<u>40.2%</u>
Total	100.0%

In order to meet the needs of very low to moderate income families, according to the Regional Needs Plan, 855 new units need to be constructed in the 1991-1997 time frame.

Housing Conditions, Rehabilitation and Replacement Needs

In addition to the basic construction needs, there is need to consider rehabilitation and replacement needs for buildings which are in a state of disrepair.

A housing conditions survey was conducted in 1992 by the Lassen County Housing Office to evaluate present housing conditions. The following definitions were used to identify housing conditions:

Sound:	Units appear to be well maintained and structurally sound.
Minor:	Structurally sound units that show signs of minor deferred maintenance or upkeep.
Moderate:	Need repair of two or more systems, such as roofing, electrical, foundation, thermal pane windows, etc.
Substantial:	Need replacement of several major systems, such as complete or partial foundation work, repairing or replacing exterior siding, structural repair and replacement of roof, complete rewiring.
Dilapidated:	Units appear to have serious structural problems and may require major repairs. The cost of these repairs may equal or exceed the value of the rehabilitated unit.

The survey evaluated 1407 dwelling units, or about 19 percent of the 7,494 units in the housing stock of the unincorporated area of the County in 1992. Community areas covered in the survey included Westwood, Doyle, Janesville, Standish, Litchfield, Johnstonville, Eagle Lake, Lake Forest Estates, Leavitt Lake, and the unincorporated vicinity of Susanville.

The results of the survey are indicated in Table 9.

TABLE 9.
HOUSING CONDITIONS SURVEY, 1992

<u>Condition</u>	<u>Number</u>	<u>Percentage</u>
Sound	825	58.7%
Need Minor Repair	166	11.8%
Need Moderate Repair	224	15.9%
Need Substantial Rehabilitation	65	4.6%
Dilapidated (In need of Replacement)	<u>127</u>	<u>9.0%</u>
Total Units Sampled	1407	100.0%

SOURCE: Lassen County Housing Office, 1992.

Based on this survey, the Housing Office has projected that 2,400 units in the County are in need of rehabilitation and 670 units should be replaced. Appendix D provides additional information on the housing conditions survey.

SPECIAL HOUSING NEEDS

Overcrowding

Overcrowding is a common measure of determining whether families are adequately housed. The most widely used standard to determine overcrowding is the number of persons per room. When this rate exceeds 1.01 persons per room, an overcrowded situation exists. It is assumed that living in a household in which this standard is exceeded is harmful to the physical and mental well-being of the occupants.

According to the 1990 census data, 530 housing units in the unincorporated area of Lassen County were overcrowded using the 1.01 or more persons per room standard. This represents about 7 percent of the county's total 1990 occupied housing

units. The amount of overcrowding has increased slightly from that which occurred in 1980 when 360 or about 6 percent of the occupied housing units in the unincorporated area exceeded 1.01 person per room.

By tenure, the estimated 530 "overcrowded" units is comprised of approximately 133 renter occupied (25 percent) and 397 owner occupied units (75 percent).

Overpayment

The relationship of the cost of housing and the ability to afford housing is a primary concern in determining the condition of the housing market.

A common standard to gauge housing affordability was whether housing expenditures exceed 25 percent of household income. Households exceeding this standard were said to be overpaying for housing. In terms of paying ability, this standard means that a household earning \$27,593 (the 1989 median household income) would pay about \$575 per month for housing costs.

Changes in market conditions are making the standard outmoded. Increased housing prices and higher costs of borrowing money has made it necessary for many households to pay a higher share of their incomes for housing. As a result, many households now pay 30 to 40 percent of their incomes for housing. This same situation exists for rental housing. Increased housing prices and the cost of borrowing money requires landlords to raise rents to meet their investment obligations.

Based on the 1990 census data, about 50 percent of the renter households and 27 percent of the owner-occupied households were paying more than 25 percent of their incomes for housing. As can be expected, lower income households were most seriously affected. 1990 Census data also shows that about 85 percent of renters and 55 percent of owner occupant households earning less than \$20,000 exceeded the 25 percent standard.

Elderly Households

Census figures for 1990 revealed that, in Lassen County, there were 2859 persons, or 10.4 percent of the county's 1990 population, over 65 years of age. Most seniors in Lassen County are homeowners; people 65 years of age or older occupy 1643 of the owner-occupied households and 262 of the renter occupied households for a total of 1905 households.

Given the large number of seniors that live by themselves and their economic status, there are several options that the

County may need to consider. One option is for the County to

encourage multi-units and/or mobile home parks designed for senior citizens in areas where a full range of services are available. For seniors now living in remote areas of the County, these units could provide them with a possible reduction in living expenses since transportation costs can be significantly reduced. Multi-unit housing would also benefit seniors who no longer wish to or can maintain the larger homes in which they may be living.

Since many seniors are no longer as active or mobile as they once were, a portion of this group could probably benefit from a rehabilitation assistance program or help in making their homes more accessible.

The County needs to consider incentive programs which will improve the cost-effectiveness of developing affordable housing for the elderly.

Housing For The Disabled

Disabled persons have housing needs that are not common to other groups. Although needs can vary widely, disabled persons need special facilities to help them overcome their disability or make their housing units more convenient. Some of these amenities include wide doorways that can accommodate wheelchairs, special bracing for handrails, lower countertops and switches and outlets at an appropriate height. Unfortunately, very few housing units are built with these features and must be remodeled to better serve the disabled. The conversion of a conventionally designed housing unit is often well beyond the affordability of most disabled persons.

In addition, disabled persons have housing problems similar to other groups. They may be living in substandard or overcrowded housing and may be paying a disproportionate share of their income towards housing.

According to the 1990 Census, countywide figures indicate that 1481 people in the group of non-institutionalized persons 16 to 64 years of age had a mobility limitation. A total of 261 people in this group had a self-care limitation. 209 people had both limitation handicaps.

For the group of non-institutionalized persons 65 years of age and over, 722 individuals had a mobility limitation, 60 had a self-care limitation, and 293 had both limitation handicaps.

This adds up to a total of 3026 people, or 10.9 percent of the countywide population, having one or both of these disability limitations.

Large Families

According to 1990 Census Data, there were 692 households in the unincorporated area of Lassen County with five or more persons. 498 of these households are in owner-occupied units while 194 of the households live in renter-occupied housing.

Census data shows that there were 672 housing units in the county with four or more bedrooms; however, 114 of these units were vacant. Of the total 558 occupied units in this category, 457 were occupied by owners and 101 were renter-occupied.

Farmworkers

In 1986, a telephone survey of local ranchers and farm operators led the County Planning Department to project that there were approximately 550 seasonal workers who find employment for varying lengths of time. The strawberry industry was estimated to employ 500 workers and the cattle industry had an estimated 30 workers. Approximately 15 to 20 were thought to be employed for alfalfa and other crops. Some of these numbers were believed to overlap with employees shifting from one type of agricultural operation to another with the seasons.

Of the strawberry workers, about 80 percent were housed by employers in single worker bunkhouses without families. Approximately 20 percent, some with families, found housing independently. Approximately 75 percent of those working for cattle ranchers are housed on the ranches and about 25 percent found their own housing. As with the strawberry growers, there was essentially no family housing provided by the ranchers.

Lassen County is not one of the 15 counties included in the Office of Migrant Services housing program.

According to the 1991 Regional Housing Needs Plan for Lassen County:

Farmworker housing need is minimal in the county; and, to the extent it exists, it is included in the very low and other lower income allocations. Loss of units contained in assisted housing developments is not expected to be a factor during the planning period.

Emergency and Homeless Housing

For a variety of reasons, individuals and families may have a need for emergency short-term housing. In Lassen County, there are three agencies that respond to this need.

Families receiving AFDC (Aid for Families with Dependent

Children) and are in need of immediate shelter are able to obtain assistance from the Welfare Department. The County's Homeless Assistance Program enables families to stay in a local motel for a period of up to 16 days in a two-year period. During 1992, a total of 4,608 "person shelter days" were provided by the County through the Homeless Assistance Program. The County also provides food stamps which enables temporarily homeless families to purchase food. This program also provides rental and utility deposits when the client finds permanent housing. The client must be able to afford and pay first month and on-going rent payments.

The Salvation Army offers a similar program. They provide shelter to indigent and homeless people by issuing vouchers for motels. They also help prevent eviction and possible homelessness by paying one-time rent. In 1992, a total of 2563 days of one-time rent aid was provided to a total of 298 people. The Salvation Army is not in the financial position to have a "shelter program" other than to have an agreement with local motels and to help shelter people up to three days and sometimes more if the case warrants such action. In 1992, approximately 874 motel days of aid was provided to 565 people.

On the average, there are approximately 10 people in a state of homelessness in Lassen County at any one time. The actual number of people varies with the season, noting that there are more transient homeless people passing through Lassen County in the warmer times of year than in winter.

Battered women and their children are assisted by Lassen Family Services, a non-profit organization. They offer short-term (two weeks) temporary shelter for women from the counties of Lassen, Plumas and Modoc. They also take client referrals from other counties in California. There is no other women's shelter in a 100-mile radius. The current facility is a three-bedroom, two-bath rental house located in the City of Susanville. If the facility becomes full, local motels may be used until grant funds are depleted. In 1992, this program served 39 women and 51 children for an average of two weeks each; a total of 1260 shelter days. The agency also provides a 24-hour crisis line. Grant funding is provided by the Office of Criminal Justice, Victims of Crime (VOCA), California State Block Grants, County Mental Health, and from fund raising activities.

Lassen Family Services believes that another women's shelter facility is needed to assure that all clients can be offered safe shelter. The shelter facility location must be kept confidential and located in a residential neighborhood.

Families with Female Head of Household

The 1990 Census indicates that the unincorporated area of

Lassen County had a total of 458 female householders with no husband present. This represents approximately 8 percent of the total households. Of this number, 305 had children under 18 years of age.

Female heads of households have special housing needs. They must work to support their families and, in many instances, their jobs pay relatively less than jobs held by male heads of households. The poverty level for female heads of households is much higher than for other family types. 1990 Census figures show that 28% of the female heads of households are below the poverty rate. The mean income for this group is \$16,802, or only 45.5 percent of the county mean average family income of \$36,947. They must seek suitable housing with less disposable income. As a result, their housing choices are very limited and most are presumably paying more than 25 percent of their total incomes for housing.

Working female heads of households with children must also arrange for child care while they are at work. This may consume a sizeable portion of their pay.

"AT RISK" UNITS

Government Code Section 65583 requires analysis and program efforts to protect assisted housing which is "at risk". At risk housing are those subsidized rental units whose subsidy terms may expire within the next ten years. Many subsidized units are multi-family rental units that provide below market rental housing. When the subsidies on these units terminate, the owners of the properties may increase the rents of these units to market rates. Should this occur, low income housing may be lost, making it more difficult for people in the lower income brackets to obtain affordable housing.

An inventory of units receiving federal subsidies indicates that there are two projects in the unincorporated area of Lassen County that receive federal subsidies. The Feather River Apartments, which provides 9 FmHA subsidized units and 24 RHCD subsidized units, has a renewable rental assistance agreement. The Westwood Senior Apartments has 23 FmHA assisted units and also has a renewable rental assistance agreement. These projects are not considered to be at risk.

The County of Lassen does have a rental limitation agreement on a project which was rehabilitated with CDBG funds through the Deferred Payment Rental Loan Program (DPRLP). This is a six unit apartment building with three one-bedroom units, two two-bedroom units, and one three-bedroom unit. The DPRLP is due to expire in September, 1993. The owner, however, has expressed his intent to renew for another five years.

In addition to HCD's and Farmers Home Administration's

inventories of at risk housing, other information sources were examined to determine if other subsidized units existed in the unincorporated area of the County and none were discovered. The California Housing Finance Agency has not provided funds for constructing subsidized housing and the County has not approved any inclusionary or density bonus housing.

CHAPTER III

LAND AND SERVICES AVAILABILITY

Government Code Section 65583(a)(3) states that the Housing Element shall contain:

An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.

The purpose of the following inventory and analysis is to provide a quantified estimate of the amount of sites zoned for residential development. The County can then determine if governmental actions are needed to provide more sites to accommodate its projected construction needs.

In January, 1993, the Lassen County Planning Department conducted an inventory of the number and acreage of vacant parcels which are located in zones which typically accommodate residential uses. This includes zoning districts which are: 1) "residential" by name (e.g. R-1, Single Family Residential District); 2) which are substantially residential in character, including "agricultural residential" zoning districts zoned 5-acre minimum or less (e.g. A-2-B-5); and 3) mixed-use districts which can accommodate residential as well as commercial uses (e.g. C-T, Town Service District).

For the purposes of projecting the extent of land available for residential development, the Planning Department has used the following descriptions and averages for the number of "dwelling units per acre" (DUA) which could, on the average, be accommodated in the zoning district identified.

<u>Zoning</u>	<u>Description</u>
---------------	--------------------

R-1	Single-Family Residential District: The R-1 district allows typical single-family residential uses. DUA varies, depending primarily on the use or not of community water and/or sewer services. The smallest allowed parcel size, with community water and sewage systems, is 6000 square feet (i.e. 7.25 DUA). The largest recognized R-1 zoned parcels are zoned for 5-acre minimum (0.2 DUA). For the purposes of this analysis, an average of 4 DUA is used, thereby adjusting for open space needs,
-----	--

streets and other improvements.

- R-2 Limited Multiple-Family Residential District: The R-2 zone allows all R-1 uses, as well as multiple-family units up to four units per building (i.e. a four-plex). An average of 8 DUA is used for this analysis.
- R-3 Multiple-Family Residential District: The R-3 district is primarily a high density residential zone, allowing multiple-family units as well as R-1 and R-2 uses. An average of 16 DUA is used for this analysis.
- PUD Planned Unit Development District: This district allows flexibility in balancing clustered residential and secondary use development with open space needs, subject to approval of a planned development permit. There is an open space requirement of 50 percent of the gross project site. Maximum development density ranges from 10 DUA for single-family detached dwellings to 16 DUA for multiple-family units. For this analysis, an average of 2.5 DUA is used to adjust for open space requirements and other non-homesite land use variables.
- P-C Planned Community District: The P-C district is an older and generally out-dated version of the PUD district. It allows a complete planned community, subject to approval of a use permit, with R-1, R-2, and R-3 residential uses as well as compatible commercial uses. An average of 2.5 DUA is used in this analysis.
- C-T Town Service District: The C-T zone is applied to the town centers of small communities. It allows diversified commercial uses as well as single-family dwellings by right and multiple-family dwellings and mobile home parks subject to an approved use permit. An average of 2 DUA is used.
- A-2 Agricultural Residential District: This zone applies to rural parcels which are primarily residential in use, but which also accommodate agricultural uses. Although the minimum parcel size of A-2 areas may range up to 20 acres in size, this analysis only considers parcels zoned 5-acre minimum or smaller to be "residential" for the purpose at hand. An average of 0.2 DUA is used.

Specific minimum parcel sizes may be prescribed for certain zones by the "B", Building Site Combining District, or the "NH", Natural Habitat Combining District. For example, R-1-

B-3 prescribes a three-acre average parcel size for parcels located in this district.

Some housing needs in Lassen County are met in other zoning districts, including: the A-1, General Agriculture, District; the U-C, Upland Conservation, District; and the A-2 Districts having large (above 5 acres) average parcel sizes. These districts, however, were not included in this inventory because they are primarily agricultural or resource conservation zones.

Table 10 depicts the conclusions of this exercise, which are the hypothetical numbers of dwelling units (DU) that could be accommodated if these lands were developed pursuant to the prescribed densities, or average DUA.

TABLE 10.
POTENTIAL CAPACITY FOR DWELLING UNITS IN
VACANT AREAS CURRENTLY ZONED FOR RESIDENTIAL USE

<u>Zoning District</u>	<u>Vacant Acreage</u>	<u>Average DUA</u>	<u>Potential New Units</u>
R-1	1637	4	6,548 DU
R-2	5	8	40
R-3	102	16	1,632
PUD	3239	2.5	8,097
P-C	201	2.5	502
C-T	401	2	802
A-2*	3467	0.2	693
TOTAL			18,314 DU

* Only A-2 zoned parcels with a combining 5-acre average or less (e.g. A-2-B-5) are used in this analysis. A-2 parcels zoned for larger minimums (e.g. A-2-B-10) were not included.

SOURCE: Lassen County Planning Department, January, 1993.

The average number of dwelling units per acre used in Table 10 were projected by the Planning Department based on its understanding of local development trends and practices. This is felt to be more realistic than the "maximum" number of units that, mathematically, are allowed under the individual zoning districts.

A number of factors can be expected to prevent the full utilization of these vacant lands for residential development. These factors include physical building constraints which were not fully recognized when the zoning was originally adopted. It also includes the factor that land owners and developers may choose to develop larger (and more expensive) "estate" parcels rather than the maximum number allowed by the zoning. This practice also reflects the common desire locally for lower density development with "rural character".

Furthermore, developers may keep the density light to avoid being required to develop community sewage or water systems or to underground electrical wires in rocky areas.

Although the County can conclude that there is no shortage of available sites, the number of potential dwelling units indicated in this table needs to be qualified since it still gives an exaggerated impression of the number of lots that can realistically be expected to be developed. Nevertheless, even if only 25 percent of these areas were developed to their full holding capacity, the study indicates that there are ample sites available to meet the County's housing needs in terms of vacant acreage.

This is not to say that there will not be the need or justification for the rezoning of additional and strategically located acreage to facilitate affordable housing, or to meet other housing needs in the county. The County will need to consider new opportunities for large subdivisions, multi-family housing projects, or mobile home parks in various locations in the County which may facilitate the provision of affordable housing. The appropriateness of such possibilities will rely largely on the extent of services available.

As in most predominantly rural areas, the extent and nature of public facilities and services available to serve new residential development in Lassen County range from areas where both community water and sewer services are available to rural areas which have no services and which require individual wells and septic tanks. In many of these areas, other services such as structural fire protection may be absent or distant, or the cost of providing adequate access roads may be a constraint.

In the past, a considerable amount of residential growth has taken place adjacent to the City of Susanville, thereby having access to both the Susanville Consolidated Sanitary District for sewer service and the City's own water service (formerly owned by CP National). In 1992, the City annexed approximately 900 acres of land which contained an estimated 400 single-family homes on lands zoned R-1. This annexation also included approximately 300 vacant acres which were zoned

under the County as PUD and 80 vacant acres zoned R-3. Consequently, the County has little land left in its jurisdiction contiguous to the services of the City that is zoned for multiple-family residential use.

A computer assessment by the County Housing Division of vacant lands zoned R-3 illustrates the types of availability and service constraints which affect the County's remaining R-3 zoned lands. The assessment indicates seven parcels adding up to approximately 77 acres zoned R-3. Of these properties, approximately 66 acres are zoned R-3-P-C (Multiple-Family Residential, Planned Community District) and are located within the Westwood Community Services District. This district provides water and sewer services.

The remaining 11 acres are adjacent or close to the City of Susanville. One acre is adjacent to an existing mobile home park which, although it has City water service, is on an individual septic system. The other parcels, being close to the City, have a good opportunity to be served by City services. It should be noted, however, that these lands would probably be annexed to the City before, or as a condition of, any sizable multi-family residential development.

Away from Westwood and the vicinity of the City of Susanville, services are either lacking or have already reached their design capacities. Town centers such as Johnstonville, Standish, and Litchfield are zoned C-T, Town Service District, but do not have the community water and sewer services needed to serve significant amounts of residential development.

The County has encouraged and participated in studies and proposals to expand and develop new community services. A study was prepared in 1992 to examine alternatives and estimated costs of developing water and sewer service in the community of Johnstonville. This study was prepared with grant funding assistance from the Department of Housing and Community Development.

In rural areas, development of residential parcels with parcel sizes greater than one acre are not normally expected to have community sewer and/or water, unless the soil and water availability of the project site are such that the development of individual systems is not effective or is otherwise cost prohibitive. Generally, development in areas zoned A-2 will have individual systems.

The 1990 Census indicates that, of the 7,234 identified housing units in the unincorporated area, 4,517 units (62 percent of the total) obtained water by individual wells or by means other than a public system or private company. A total of 5,118 (70 percent of the total) had septic tanks or

means of sewage disposal other than a public sewer system.

Transportation is another issue which must be considered when assessing available sites for residential development. There are several transportation factors which need to be considered. Streets and connections onto highways must be safe and constructed to standards which are adequate for the extent of development proposed.

If traffic generation is to be minimized, the distance of housing to schools as well as employment and shopping centers must be taken into consideration. Locating housing projects at substantial distances from community centers increases dependency on and usage of motor vehicles and adds commuting costs into the affordability equation. The existence or potential for public transportation (e.g. bus service) to serve residential development should also be taken into account for economic reasons, as well as to serve the social needs of those who can not use private vehicles.

In conclusion, Lassen County has, in terms of quantity of acreage, an adequate amount of land zoned for residential development to meet projected housing needs. However, the County does not appear to have adequate areas served by the range of community services that can support significant amounts of higher-density residential development. The development or expansion of community sewer and/or water systems in some of the town centers, or the extension of the City's services, would help facilitate the provision of affordable housing through multi-family housing.

Furthermore, the designation and development of new housing districts must be coordinated with the Regional Transportation Plan, as well as the County's Land Use and Circulation General Plan Elements.

CHAPTER IV

CONSTRAINTS

The following section examines a range of factors which may be construed to present, directly or indirectly, actual or potential constraints to the maintenance, improvement and development of housing for all income levels in Lassen County.

These constraints are addressed as being either "Governmental" or "Non-Governmental" constraints. For each governmental constraint subject, a determination is made regarding the extent to which the factor is considered to be an unwarranted constraint, and reference is made to program actions in Chapter VII which are intended to remove or mitigate the constraint when possible.

GOVERNMENTAL CONSTRAINTS

The following categories of "governmental constraints" are examined: general plan land use designations; zoning; permit procedures; subdivision regulations; development fees; design review standards; and the California Environmental Quality Act.

General Plan Land Use Designations

California Government Code Section 65300 requires counties and cities to adopt a comprehensive, long-term general plan for the physical development of the jurisdiction. The Land Use Element of the General Plan is required to designate the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, etc.

Lassen County has a General Plan. It has also adopted a series of area plans as part of the General Plan. These area plans address land use issues in selected portions of the County.

The County's General Plan and area plans contain land use designations for a variety of land uses, including residential uses. The development of housing in areas which are not designated for "residential use" is generally inconsistent with the General Plan and, as a rule, not allowed. (Exceptions include farm and ranch houses in agricultural areas.)

Property owners of land designated for non-residential land use sometimes want to split their property to sale as homesites, or construct mobilehome parks, and may claim that the County's refusal to allow such development is constraining the provision of housing. However, general plan laws, the need to protect natural resources (e.g. agricultural lands) and the need to direct land uses to appropriate locations require that the County consider a range of general plan factors in determining whether a residential project proposed for an area not designated for such development is an acceptable land use.

Generally, there is adequate land designated for residential purposes in the County's General Plan and Area Plans to counter the argument that the General Plan is an unwarranted or unjustified constraint to meeting general housing needs.

General Plan designations also help to direct residential development to areas where support services (e.g. structural fire protection) are available, and to discourage development in unsuitable areas (e.g. prime agricultural, high fire hazard areas).

Determination: Certain General Plan land use element policies are, in effect, constraints to the development of housing in specified areas. These constraints are usually justified by other land use planning issues. The General Plan (including Area Plans) land use policies can be better coordinated with and refer to housing needs of all income levels and special needs as addressed in the Housing Element. (See Programs 3.1, 3.2, and 12.1)

Zoning

Zoning operates in much the same way (although more specifically) as General Plan designations in terms of determining whether or not and how housing development is allowed in certain areas. Government Code Section 65860 requires County zoning ordinances to be consistent with the general plan.

Lassen County will not allow development, including residential development, in zoning districts which do not specifically allow the type and density of use proposed.

For example, multi-family dwellings are only allowed "by right" (i.e. without discretionary use permit review) in districts zoned R-3 (Multiple-Family Residential District) and in certain commercial districts, including the C-1 (Retail Business) District and the C-2 (General Commercial) District. Multi-family development may be allowed, with a use permit, in the C-T (Town Service) District.

A project proponent may apply for rezoning of a site to facilitate residential development, or the County itself may initiate a proposed rezoning. Such rezoning would also need to comply with, or be proposed with an application to amend, the General Plan.

The quantity of lands zoned for residential use, as addressed in Chapter III, does not appear to be an unwarranted constraint in Lassen County. It would be advisable, however, to examine the need for additional multi-family residential zoning, including mobile home parks, in particular communities in the County.

Determination: Zoning is an actual constraint to the development of housing in some areas, since the potential density of housing is largely controlled by zoning. The County generally favors development which is sparse and consistent with the rural character of the area. However, it appears that the County needs to consider zoning additional land in appropriate areas to higher density zones to facilitate the development of affordable multi-family housing for lower income groups. This could also include additional sites for mobile home parks. (See Programs 3.1 and 3.6)

Permit Procedures

In 1992, Lassen County unified the Building Inspector's Office with the Planning Department. This was done not only to help reduce administrative costs, but also to help coordinate and, where possible, streamline development permitting processes.

Permit timeframes vary with the complexity of the project. On the average, a building permit for a single family dwelling will, if the builders have their plans in order, take less than ten working days for approval.

The time needed to process a more complex permit (for example, a residential subdivision) will take longer. The amount of time required largely depends on the type of environmental impact review needed. A large project requiring an environmental impact report (EIR) under the California Environmental Quality Act will usually require up to one year for completion. If an EIR is not required and the project complies with zoning requirements, a project application can typically be processed in less than four months.

In general, permit processing times in Lassen County appear to be within the "faster than average" range for similar projects in California and are not judged to be an unwarranted constraint to the provision of affordable housing.

Determination: The building permit process is not a substantial constraint. However, the County will be continuously aware of the effects of permitting procedures on the provision of needed housing and will look for approaches which can expedite or prevent delays. (See Program 1.1)

Subdivision Regulations

Subdivision regulations govern the division of a parcel of land into two or more smaller parcels. This may be done for land sale speculation or directly for development purposes.

The state has established fundamental subdivision requirements in the Subdivision Map Act (Government Code Sections 66410, et seq.). The Map Act vests regulation and control of the design and improvement of subdivisions in the legislative bodies of local agencies.

Subdivision regulations, processing time and improvement requirements can increase housing construction costs which can be expected to ultimately fall on the home buyer or renter. These factors can contribute significantly to the cost of housing because of increased administrative, engineering, and planning costs.

The Lassen County Planning Department does not believe that the County's subdivision application fees are high, the processing time is long, or that on- and off-site improvement standards are excessive. The application fee for a subdivision of five or more lots is \$913, plus \$56 per proposed lot. On the average, a tentative map for a subdivision in an area already zoned for residential development can be approved within three months if the applicant presents a well-designed, professional proposal and has anticipated and avoided significant environmental impacts.

Required improvements are felt to be close to the minimum necessary to avoid unacceptably poor development.

The County does appear to need resolution of one of its road standards, or zoning district provisions, in which a 40 foot-wide paved road may be required in some rural areas in spite of the size of the division because the zoning poorly defines the ultimate density of development areas. The developer can usually reduce this standard by rezoning the area, but this solution does not facilitate orderly planning and zoning and decreases the ultimate housing density in the area. Overall, this is a zoning problem and not necessarily a road standard or housing problem, but it may contribute to the cost or delay of some housing.

Determination: The subdivision process itself is not a substantial constraint. The County will clarify development requirements to address, when it can, foreseeable delays in housing-related subdivision projects. (See Program 1.3)

Development Fees

Building Permit Fees

Like most areas, Lassen County bases its building permit fees on the value of the proposed improvement. The "cost per square foot" value used in Lassen County is currently based on the 1985 values published in Building Standards magazine, published by the International Conference of Building Officials. The actual permit fee rate for the value is based on Table No. 3-A of the Uniform Building Code.

Current values are:

Living Area	\$45.00 per sq.ft.
Garage and unfinished basement	12.00 per sq.ft.
Covered deck	7.50 per sq.ft.
Uncovered deck	5.00 per sq.ft.

Since these values are based on 1985 costs, the County is expected to update them to more accurately reflect current costs.

In addition to the building permit fee, the County charges a plan check fee as well as plumbing and electrical permit fees.

For example, a 1500 sq.ft. house with a 400 sq.ft. garage and a 500 sq.ft. deck would be figured to have a total value of \$74,800.00, and typical fees would be figured as follows:

Building Permit	\$ 528.00
Plan Check Fee	343.00
Plumbing Fee	87.00
Electrical Fee	<u>103.00</u>
Total Permit Fees	\$1061.00

Plumbing and electrical fees will vary with the number and kinds of fixtures.

School Facility Developer Fees

The Lassen Union High School District and seven of the nine elementary school districts in Lassen County have now established school facility developer fees. These fees must be paid via the County Superintendent of Schools Office prior to issuance of a building permit by the County. The fees are based on square footage of the living area, which does not include the garage.

Current school development fees total \$3.65 per square foot, which is divided by formula between the Lassen Union High School District, the elementary school district in which the home will be located, and a small percentage to the County Superintendent of Schools for administration of the program.

Using the example of the 1500 sq. ft. house, school developer fees in most areas of the County would total \$5,475.00.

Fire District Developer Fees

Fire protection districts are increasingly finding it necessary to collect developer fees to fund their services. Two fire districts in Lassen County, the Susan River Fire Protection District and the Janesville Fire Protection District, have instituted fees. The rates are based on square footage and, in the case of the fire districts, the garage is included in the floor area calculation.

Susan River's current rate is \$.59 per sq. ft. Janesville's rate is \$.54.

Using the example of the 1500 sq. ft. house with a 400 sq. ft. garage, a typical fee in the Susan River Fire Protection District would be approximately \$1,121.00.

Additional Developer Fees Being Considered

Along with the impact fees discussed above, Lassen County is considering the need for additional developer fees to defray the costs of constructing and improving other types of public facilities to serve new development. For years, the County's stock of public facilities has faced deterioration due primarily to lack of funding and the County's limited tax base. It is expected that recent and projected future population growth will tax this supply of public facilities beyond capacity.

As part of a comprehensive capital facilities policy, the County needs to examine the impacts of growth on existing facilities and determine the need and projected costs for additional or improved facilities. Although a variety of funding mechanisms will be pursued, it is expected that, ultimately, a proportionate share of the cost of future

public facilities will need to be met by impact fees from new development, including new housing. Such fees have already been instituted for some fire protection and school districts. It is likely that fees will be expanded and aligned in a comprehensive fee structure at some point to help fund other public services such as recreation, libraries, and general governmental infrastructure.

Such fees, if adopted as expected, will further add to the cost of housing; an impact which must be weighed against the deterioration and lack of public facilities and services which are needed to meet the needs and expectations of the growing population.

Determination: Development fees are a regrettable necessity from the standpoint of community service financing. They do create an actual constraint to the provision of affordable housing by adding to the cost of housing. The County will need to be cognizant of the cumulative impacts of development fees, but must also consider and attend to the need to fund services to accommodate development. There is a shortage of viable funding alternatives to development fees.

Design Review Standards

In some areas of the County, proposed projects must undergo design review pursuant to the County's zoning code. The intent of this process, as conveyed in Chapter 18.86 of the County Code, is:

...to ensure that buildings, structures, fences and other substantial external improvements...shall be designed and constructed so as not to be unsightly, undesirable or obnoxious appearance to the extent that they will hinder the orderly and harmonious development of the neighborhood or of the county in general...

Filing fees for residential projects are \$63.00 for single-family units and \$95.00 for multi-family residential projects.

A standing Architectural Review Committee is convened by the Planning Director to review project proposals. Applicants may appeal decisions by the Committee to the Planning Commission and, ultimately, to the Board of Supervisors.

Typically, the Design Review Process takes approximately five working days, which can overlap with time needed by the Building Inspector to process the actual building permit application. Appeals could take as much as two months.

The County's design review standards are not extreme; a developer can avoid delays by reviewing proposed designs and

applicable standards as soon as possible with Planning Department staff.

Determination: Although design review standards are not so severe as to constitute an actual constraint to affordable housing, more specific criteria should be developed which accommodates low- and moderate-income housing considerations. (See Program 13.2)

California Environmental Quality Act

All state and local agencies in California are required to evaluate the environmental effects of discretionary projects before approving them. According to State law, whenever a project is found to have a significant environmental impact, an environmental impact report (EIR) must be prepared and certified. The level of the complexity of the EIR depends on factors such as the magnitude of potential environmental impacts identified, efforts made by the applicants to mitigate impacts through project design, and the level of community controversy.

The time and expense required to prepare an EIR varies with the proposed project. Large projects with many significant impacts can be expected to take much longer and be more costly to prepare than projects with only a few impacts. An EIR will take 6-12 months to prepare. For a small project, an EIR may cost under \$30,000. For a large residential project, an EIR may cost in the neighborhood of \$80,000-\$100,000 or more, depending on the issues involved.

While EIR's can be time consuming, not much can be done to reduce the time needed to prepare them. State law establishes specific minimum time periods for the review process. An inadequate EIR, which may be caused by hasty preparation, may result in lawsuits for controversial projects. Legal challenges can tie up projects for years.

Determination: The EIR process can be a significant constraint, although it can not be legally removed or circumvented. The County can sometimes satisfy CEQA requirements when residential areas are initially zoned, thereby avoiding or minimizing related delays when an actual development proposal is made. (See Program 3.5, 3.6)

NON-GOVERNMENTAL CONSTRAINTS

Environmental Constraints

Even though Lassen County is large in area (4690 square miles) a considerable amount of this area must be considered unsuitable for residential development because of site-specific environmental factors. These factors may either:

pose a hazard to development in the area; pose a physical constraint on housing services; or indicate that the site has other resource uses which must be considered more appropriate for use or conservation than residential development.

Hazardous areas include areas which are subject to flooding, high fire danger, and geologic hazards including seismic faulting and landslides.

Physical constraints include areas where steep slopes, soil characteristics and/or high ground water present severe septic tank limitations. Development on steep slopes may also cause erosion problems which should be avoided.

Resource areas which are not usually considered appropriate for intensive residential development include timberlands, critical wildlife habitat, and prime agricultural lands.

The identification of these environmental constraints are, when possible, translated into or otherwise taken into account in General Plan land use policies. Sometimes they can not be adequately considered in terms of a proposed project until a prospective developer conducts a feasibility study or a proposed project is reviewed pursuant to the California Environmental Quality Act.

Construction Costs

Construction costs include the direct cost of construction, such as materials and labor, and land development costs. Direct construction costs are the largest component of the overall cost of a single-family home, averaging approximately 46 percent of the total cost of new housing (California Statewide Housing Plan, Phase II, Department of Housing and Community Development, 1988).

The cost of purchasing and developing land in preparation of housing construction is also a major component to the overall cost of housing. Examples of land development costs include raw land purchases, grading and site preparation, installation of infrastructure, and sometimes government fees (e.g. subdivision map approvals, environmental studies, etc.). Statewide, the typical share of total housing costs for land development is estimated as being between 20 and 30 percent.

In Lassen County, the price of land is significantly less than in other areas of the state. Depending on the level of services available and other "location" factors, the cost of a typical residential parcel is \$10,000-\$35,000. Construction costs are also low in California terms, averaging \$55 to \$60 per square foot according to the County Building Inspector.

Financing

In rural areas, it is sometimes difficult to find a lending agency willing to lend money to home buyers or home builders. Furthermore, local financing agencies may not always have the capital to lend at favorable rates because they serve a small market. Larger banks may prefer to lend money in larger urban areas where the economy tends to be more stable and active. Consequently, home buyers and builders in rural areas such as Lassen County may find it difficult to finance their projects.

The Community Reinvestment Act requires banks to lend to all economic areas they serve. This requirement was intended to discourage what amounts to lending discrimination in rural areas. This issue, however, is largely beyond the scope of local governments. State agencies that regulate housing and banking activities are the appropriate agencies to study and determine the correct methods to solve any lending practices that may work to the detriment of rural area housing.

The interest rate in effect at the time of securing financing will significantly affect the affordability of housing both in terms of the monthly cost and the overall total cost at the end of the mortgage period.

The effect of interest rates on housing affordability can be demonstrated by looking at the costs of different rates for a single-family home with a \$60,000, 30-year fixed rate mortgage (Table 11).

TABLE 11.
EFFECTS OF INTEREST RATES ON
SINGLE FAMILY HOME COSTS

(\$60,000, 30-Year Mortgage Fixed Rate)

<u>Interest Rate</u>	<u>Principal & Interest</u>	<u>Other</u>	<u>Total</u>
8%	\$ 440.26	\$71.36	\$ 511.00
12%	616.17	71.36	688.53
16%	806.86	71.36	878.22
20%	1002.62	71.36	1073.98

Other includes estimated monthly expenses for property taxes (\$54.69) and property insurance (\$16.67).

SOURCE: California Housing Plan, Department of Housing and Community Development, 1982.

At 8 percent, the monthly cost would be approximately \$511.00. If the same loan was made at 16 percent (which was the FHA rate for six months in 1981), the monthly cost would rise to \$878.22. The difference in the interest rate added \$367.22 to the monthly house payment.

If we use the common rule of thumb that 25 percent of income spent for shelter is an affordable average, a household with an annual income of \$24,528 would find payments based on 8 percent interest affordable. However, the same house would cost this same family 42 percent of its income if it was financed at a 16 percent interest rate. The household would need to make \$42,000 in order to maintain the 25 percent-of-income average.

Interest rate is not the only factor determining financing's percentage of total cost of new housing; another factor is the timing of financing. This includes how early in the development process loans must be taken out and how long the loans must be carried. For example, project delays caused by local government regulatory processes or project controversy and litigation may increase the length of time a loan is outstanding. This increases total interest payments and increases the share of total costs which is accounted for by financing.

CHAPTER V

ENERGY CONSERVATION

OPPORTUNITIES FOR RESIDENTIAL ENERGY CONSERVATION

The Lassen Economic Development Corporation, a non-profit corporation, provides weatherization of homes for qualified households throughout Lassen County. Both rental and owner-occupied housing units are eligible.

Lassen County has prepared a draft Energy Element for incorporation into its General Plan. This Energy Element should be completed and adopted in 1993 following public review and hearings.

The Energy Element, which is being prepared with funding assistance from the California Energy Commission, addresses a number of issues related to energy facility siting and energy use in the County, including energy consumption and conservation issues related to residential uses. The following discussion is drawn from the Energy Element in draft form.

Various factors influence the type and amount of energy consumed in a residential structure, including: orientation and construction of the building; the building insulation level; the type of heating equipment and fuel used; and the habits of the occupants. In general, the most important factors influencing residential energy consumption are the type of house (mobile homes, detached single-family or multi-family structure), and the number of major appliances. Mobile homes and single-family homes require more energy for space heating than a multi-family unit, due primarily to the amount of heat loss through external walls. In addition, a single-family residence usually houses more occupants and requires more energy for operation of major appliances than a multi-family unit.

The housing supply in Lassen County consists of 58 percent single-family dwellings and 27 percent mobile homes. Typically, mobile homes are less energy efficient than conventional homes. Older mobile homes, in particular, have a tendency to be even less energy efficient because lower insulation standards were in effect at the time they were manufactured and they are more likely to have been moved several times causing reduced structural integrity and

increased infiltration.

In Lassen County, winter space heating is the most energy consuming activity in residential structures. Hot water heating is the second most energy consuming activity in a residence and cooking is third.

Wood is the dominant fuel type for space heating in Lassen County with over 59 percent of homes using this source. Bottled, tank or LP gas is second with 17 percent of the homes and electricity is third with 11 percent.

The current trend in housing construction (which is also mandated by Title 24 of the California Administrative Code) is towards a more energy-efficient design. Typically, houses built prior to the 1970's have single-pane windows, minimal insulation, and little or no weatherstripping. Geographic location and energy efficiency were not usually a major factor in the design and construction of residential buildings. In general, incorporation of energy conservation measures during the design and construction of new homes is easier and more cost effective than improving the energy efficiency of existing homes. However, since today's existing building stock is responsible for the major portion of energy consumption, it is also imperative to promote, and at times require, energy conservation measures in existing structures.

The following "General Energy Conservation Policies" and related "Implementation Measures" are included in the Draft Energy Element. They would apply to all forms of development, including residential development:

General Energy Conservation Policies:

1. The siting and design of new development shall maximize solar access and minimize the need for heating, cooling, and lighting.
2. Whenever possible, new buildings shall be oriented with major window areas located on the southern walls and coordinated with landscaping for passive solar heating and cooling.
3. The County supports the use of drought-tolerant and water conserving landscaping in new development.

Implementation Measures:

- A. The County shall develop and enforce energy efficiency standards for new buildings based on Title 24, California Administrative Code..
- B. The County shall train building inspectors to look

for energy-inefficiencies related to Title 24.

C. The County shall adopt a Solar Access Ordinance preventing new structures from shading a substantial portion of existing structures and other energy conservation features.

D. County Building Inspectors shall review building permit applications and advise applicants regarding the maximization of solar and other energy conservation features.

E. The County, in conjunction with electric utility companies, shall provide energy conservation information and technical assistance to inform consumers of the savings resulting from energy conserving and solar design measures implemented in new and old structures within the County.

F. The County shall consult with local utility companies to develop standards and obtain information when reviewing large-scale commercial projects and major subdivisions during the design and approval process to incorporate energy-efficiency suggestions into project development plans.

G. Building inspectors shall be provided with annual training to update their knowledge of solar and other energy conservation design developments.

In addition to the general policies and implementation measures identified above, the following energy conservation policies and implementation measures are being proposed in the Draft Energy Element specifically for residential development:

Residential Development Policies:

1. The County encourages builders to design and build new residential units with solar domestic water heating or with the capability (e.g. proper plumbing stubbed for solar and solar access) to install and maintain solar water heating systems in the future.

2. Code, covenants and restrictions (CC&R's) for residential development in the County shall not contain provisions preventing the use of solar space heating or water heating.

3. Basic energy conserving improvements, such as insulation blankets for hot water heaters; low flow showerheads; weatherstripping for doors and windows; and ceiling, floor, and duct insulation are recommended prior to resale of residential units.

4. The County supports continuation and expansion of local weatherization and energy crisis intervention programs such as the Lassen Economic Development Corporation.

5. Appropriate landscaping shall be incorporated into residential development plans. Streets oriented in an east-west direction shall be planted with deciduous trees to allow sun in the winter and provide shade in the summer. Streets running north-south shall contain an appropriate mix of evergreens, where appropriate, to provide windbreaks, but not restrict solar access.

Implementation Measures:

A. The County shall promote the incorporation of solar space heating into development plans by keeping related codes current and making solar design information available to the public.

B. The County shall, through the Building Inspectors office, provide information for the public on energy conserving measures for new residences and for renovations and additions.

C. The County shall amend its subdivision review procedures to encourage drought-tolerant and water conserving landscaping in residential development.

CHAPTER VI
SUMMARY OF HOUSING ELEMENT REVIEW

Government Code Section 65588(a) states:

Each local government shall review its housing element as frequently as appropriate to evaluate all of the following:

- (1) The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal.
- (2) The effectiveness of the housing element in attainment of the community's housing goals and objectives.
- (3) The progress of the city, county, or city and county in implementation of the housing element.

According to HCD, in the context of revision of a housing element, such an evaluation should include the following:

- 1) Review of the actual results of the previous element's goals, objectives, policies, and programs.
- 2) An analysis of the significant differences between what was projected or planned in the previous element and what was achieved.
- 3) Based on the above analysis, a description of how the goals, objectives, policies and programs of the updated element incorporate what has been learned from the results of the previous element.

An analysis of Lassen County's results in implementing the 1986 Housing Element is included in this Housing Element as Appendix C. The following comments summarize what has been learned from this analysis and considered in preparation of the revised goals, objectives, policies and programs of the 1993 revision.

1. Although there are some actions the County can take to facilitate opportunities for, and remove some constraints to, the provision of adequate and affordable housing, most solutions are dependent upon larger economic and housing market issues and circumstances.

2. Most of any success the County has had and will have in executing a progressive housing program to meet local and regional housing needs is dependent on its ability to maintain a Housing Office. Without the Housing Office, the County would not have the staff, expertise, or funds to actively implement a housing program and most of the policies of a Housing Element.

3. It is critical that the County housing program secure State and/or Federal funding assistance to fund its program.

4. Economic development programs which create or keep local jobs are directly related to a successful housing program by helping to enable people to obtain and retain affordable housing and improve their housing conditions.

5. The County would be more effective in implementing the programs of the Housing Element (and related economic development programs) if it adopted an annual strategy plan. The strategy plan would be based on the objectives and programs of the Housing Element, but it would also consider priorities of need, limitations in resources, as well as anticipated opportunities (e.g. State and Federal assistance programs and private development proposals).

6. The County has determined that its overall community development program, including implementation of its housing element, would be more effective if it merged administration of its housing division with the Planning Department and that department's economic development division. Such a reorganization was initiated in March, 1993, and is expected to be continued through the term of the revised Housing Element.

7. The County should clarify its policies regarding density bonuses.

8. The County needs to more specifically address special housing needs (e.g. elderly, disabled) and consider more definite action plans in its program strategy and implementation plans.

9. Policies of the forthcoming Energy Element, in respect to energy conservation and efficiency, need to be related to the Housing Element.

10. There may be need to devise a system to allocate percentages of new low and middle income housing projects to communities with adequate services in order to distribute housing opportunities and impacts more proportionately in the County.

CHAPTER VII

HOUSING GOALS, OBJECTIVES AND PROGRAMS

The following chapter constitutes the policy program of the 1993 Housing Element revision. These policies, objectives, and proposed programs are intended to guide the County's housing program through the end of the planning period (1997).

HOUSING GOAL

The overall housing goal of Lassen County is:

To provide an adequate supply of sound, affordable housing units in a safe and satisfying environment for the present and future residents of the County, regardless of race, age, religion, sex, marital status, ethnic background, or personal disabilities, and support economic development projects which will provide employment opportunities so that people will be able to afford adequate housing.

HOUSING POLICIES

The following policies will guide the objectives and programs necessary to fulfill the County's housing goal. The County will, within its capabilities:

1. Ensure that there is an adequate number of housing units to meet the needs of its citizens.
2. Ensure that housing is affordable to all economic segments of the community.
3. Facilitate the provision of adequate sites and facilities to support future housing needs.
4. Ensure that there are housing units available to serve persons with special housing needs.
5. Work diligently towards the rehabilitation of the existing housing stock and strive to replace housing units in need of repair.
6. Encourage regular maintenance of housing as a means of conserving existing housing stock.

7. Develop strategies and actions to increase home ownership opportunities through economic development, including preservation and creation of employment opportunities.
8. Support resource-based employment and lumber production by supporting productive timber management and harvest practices.
9. Maintain a healthy jobs-to-housing balance.
10. Facilitate the development of infrastructure (sewer, water and access roads) in appropriate locations to better serve housing and job creation opportunities.
11. Assist citizens in need of short-term emergency housing.
12. Discourage discrimination in housing.
13. Provide ample opportunities for citizen participation as part of the housing element preparation and revision process.
14. Maintain consistency among all General Plan policies.

HOUSING OBJECTIVES AND PROGRAMS

Objective One: Meeting Basic Construction Goals

Based on the Regional Housing Needs projections, Lassen County will facilitate the construction or placement of new construction within the 1991-1997 planning period to meet the "Quantified Objectives" depicted in the following matrix:

QUANTIFIED OBJECTIVES

Income Group	New Construction		Rehab	Conservation
	Total	Per Year	Total	Total
Very Low Income	290	42	39	35
Low Income	254	36	38	35
Moderate Income	311	44	--	--
Above Moderate	534	76	--	--
Overall Total	1,389	198	77	70

Objective One Programs:

1.1 The County will regularly review its permit procedures to evaluate opportunities to reduce the cost and time of processing housing development permits.

Responsibility: Applicable County Departments
Time Frame: Ongoing, 1993-1997

1.2 The County will not impose requirements for construction other than those mandated by state law or those necessary to maintain the health, safety, and values of the community.

Responsibility: Board of Supervisors
Time Frame: Ongoing, 1993-1997

1.3 When the County updates its General Plan (including Area Plans), policies, implementation measures and standards will be included to clarify development requirements, as applicable.

Responsibility: Board of Supervisors
Time Frame: Ongoing, 1993-1997

1.4 The Building Inspector shall maintain records which assign each completed new or rehabilitated housing unit into an income group affordability category consistent with HCD criteria. This information shall be used for the County's annual housing needs program report.

Responsibility: Building Inspector
Time Frame: Ongoing, beginning 1993

Objective Two: Providing Affordable Housing

Based on the Regional Needs Plan, Lassen County will encourage and facilitate the construction or placement of 855 new housing units affordable to persons of very low to moderate incomes in the time period 1991-1997.

Programs:

2.1 The County will encourage the development of affordable housing by enlisting the support and cooperation of private developers, non-profit organizations, and the State of California. The County in turn will provide support services, such as identifying appropriate sites where low and moderate income housing will not conflict with existing development policies, expediting the process of local permits, and providing technical assistance in obtaining State and Federal

funding assistance.

Responsibility: Planning Department
Time Frame: Ongoing, 1993-1997

2.2 At least once a year concurrent with preparation of its proposed budget, the Planning Department will evaluate housing issues and needed programs for the upcoming fiscal year. The Department shall consult, as needed, with other County departments and community representatives involved in housing issues and programs. The Planning Department will make recommendations to the Board of Supervisors for housing priorities and the development of an annual strategy plan for implementing the housing element, including determination of who is responsible for preparing particular funding applications and administering projects.

Responsibility: Planning Department
Time Frame: Annually, 1993-1997

2.3 The County will continue to allow second units in single family residential areas. The County will regularly review the ordinance and amend it as warranted to eliminate unnecessary constraints incompatible with its intent.

Responsibility: Planning Department
Time Frame: As needed, 1993-1997

2.4 The County will actively seek an increase in the supply of rental units that receive rental assistance, consistent with County growth rates, by pursuing such increases with HUD, other Federal agencies, and the State Department of Community Development.

Responsibility: County Economic Development/Housing Division
Time Frame: By 1997

Objective Three: Providing Adequate Sites and Services

The County will provide adequate sites to be designated in the General Plan and zoned for residential land use to meet the objectives of this element, and will facilitate the expansion of needed water, sewer, and fire protection services.

Programs:

3.1 The County will continue to review General Plan and Area Plan land use designations and zoning in areas where water, sewer, and fire protection services are available and will maintain an adequate supply of lands in such areas zoned for residential land use, including multi-family residential development.

Responsibility: Planning Department
Time Frame: 1994

3.2 The County will assess the geographical distribution of assisted housing to ensure that housing opportunities are appropriately distributed and that no individual communities have a disproportionate share of such housing.

Responsibility: Planning Department
Time Frame: 1994, or ASAP.

3.3 The County will apply for, and continue to encourage districts and non-profit organizations in the application for, state and Federal grants to expand and improve community infrastructure, including water and sewer systems, and to improve structural fire protection services to serve residential development.

Responsibility: Board of Supervisors
Time Frame: Ongoing, 1993-1997

3.4 The County will continue to work with the City of Susanville to facilitate annexation and orderly expansion of residential development in areas planned for such uses, pursuant to applicable City and County policies, thereby facilitating residential development with access to existing municipal services.

Responsibility: Planning Department and the Local
Agency Formation Commission
Time Frame: Ongoing, 1993-1997

3.5 The County will require that areas zoned for multi-family residential land use will have adequate environmental clearance pursuant to CEQA at the time of zoning to cover subsequent housing development.

Responsibility: Planning Department
Time Frame: Ongoing, beginning 1993

3.6 The County will apply for state funding to identify and provide the necessary environmental impact review to designate (in the General Plan) and rezone additional sites for multi-family residential housing, including mobile home parks. The County will then reserve these sites for high-density residential use.

Responsibility: County Economic Development/
Housing Division
Time Frame: 1994 or 1995

Objective Four: Rehabilitation and Replacing Existing Housing Stock

Lassen County shall promote the rehabilitation of an average of 11 units per year in the time frame 1993-1997.

Programs:

4.1 The County will expand its housing rehabilitation program by managing its Housing Division under the Planning Department and by applying, on a regular basis, for applicable funding (e.g. CDBG, HOME funds).

Responsibility:	County Economic Development/Housing Division
Time Frame:	1993

Objective Five: Conserving the Affordability of Existing Housing

The County shall evaluate and, when possible, mitigate the general impacts of its policies and actions on the affordability of housing, and shall attempt to specifically conserve the affordability of 100 housing units by 1997.

Programs:

5.1 The County will continue to work to increase the number of Section 8 certificates in the County. An additional 30 Section 8 certificates will be sought. The County will prepare resolutions and letters or provide technical assistance in support of this effort.

Responsibility:	County Economic Development/Housing Division
Time Frame:	1993, 1994

5.2 All rental rehabilitation programs undertaken by or through County sponsored programs will include provisions to ensure that the rentals to be rehabilitated remain affordable (as defined by HUD) to the prospective or existing tenants for a term of five years or as otherwise specified by the program.

Responsibility:	County Economic Development/Housing Division
Time Frame:	1993-1997

5.3 The County will cooperate with and support the efforts of public and private non-profit agencies in securing governmental or private funding to replace subsidized units which are at risk of converting to market rate rental units. The County will cooperate in the application for State, Federal or private loans or grants, and prepare letters or

resolutions and/or provide technical assistance in support of this effort.

Responsibility: County Economic Development/Housing
Division
Time Frame: 1993-1997

Objective Six: Fulfilling Special Housing Needs

Lassen County encourages the construction or placement of housing units designed to meet the needs of households with special housing requirements.

Programs:

6.1 The County will assist non-profit organizations in developing a homeless shelter and transitional living area by sponsoring grants and, if possible, using funds from available welfare programs.

Responsibility: County Department Health and Human
Services
Time Frame: 1993-1997

6.2 The County will sponsor applications for funds from available state and Federal programs to provide housing for "special needs" groups. These applications may include CRRP-R funding, and FHDP loans for new rental or cooperative housing for female heads of households. An additional 30 units of special need housing by 1997 is the County's objective.

Responsibility: Board of Supervisors
Time Frame: 1993-1997

6.3 The County will award a 25 percent density bonus for projects in which at least 25 percent of the units are designed to meet the needs of physically disabled persons.

Responsibility: Planning Department
Time Frame: 1993-1997

6.4 The County will support efforts of non-profit organizations to provide an additional 20 units for developmentally disabled adults by sponsoring grants and writing letters or resolutions of support.

Responsibility: Board of Supervisors
Time Frame: 1993-1997

6.5 The County will work with concerned agencies to examine and address farm worker housing needs in the County on an annual basis. Based on the committee's findings, a strategy will be developed to facilitate improvement and/or an

increase of farm worker housing as needed.

Responsibility: Planning Department
Time Frame: Annually, 1994-1997

Objective Seven: Reducing Housing Costs by Reducing Energy Costs

Lassen County will seek and support ways to reduce residential energy use and energy costs as a means of reducing monthly housing costs.

Programs:

7.1 The County will implement the energy conservation policies and programs for residential uses set forth in the Lassen County Energy Element.

Responsibility: Board of Supervisors and applicable County departments
Time Frame: Continuously, 1993-1997

7.2 The County will cooperate with non-profit groups offering home weatherization programs by assisting in publicizing their programs and by endorsing grant applications.

Responsibility: County Economic Development/Housing Division
Time Frame: 1993-1997

Objective Eight: Increasing Home Ownership Opportunities

The County encourages home ownership as a means of supporting the self-sufficiency of its citizens, promoting affordability, and improving living conditions, and will support ownership by facilitating economic development and expanded private-sector employment opportunities.

Programs:

8.1 The County will stimulate the retention and creation of job opportunities by retaining, according to funding availability, a progressive Economic Development Commission and necessary staffing.

Responsibility: Board of Supervisors
Time Frame: Ongoing, 1993-1997

8.2 The County will, through its Economic Development Program, facilitate the provision of infrastructure, including sewer and water systems to support new industrial

and commercial development.

Responsibility: Planning Department-Economic
Development/Housing Division
Time Frame: Ongoing, 1993-1997

8.3 The County will identify and, when warranted, facilitate economic development projects which will stimulate local and regional economic opportunities through the creation and retention of private sector job opportunities. Facilitation will include sponsoring grant applications for economic development block grants.

Responsibility: County Economic Development/Housing
Division
Time Frame: Ongoing, 1993-1997

8.4 The County will, through its General Plan and zoning processes, identify sites where new industries could be located with a minimum of delay in complying with environmental regulations and the permitting process.

Responsibility: Planning Department
Time Frame: 1993-1997

Objective Nine: Emergency Housing

The County will facilitate the provision of emergency shelter to citizens in need of housing on a short-term, emergency basis.

Programs:

9.1 The County will apply for, and/or assist qualified non-profit organizations to apply for, emergency housing funds from the Department of Housing and Community Development.

Responsibility: County Department of Health and
Human Services
Time Frame: Annually, if necessary, based on
funding cycles for emergency housing
funds.

Objective Ten: Eliminating Housing Discrimination

The County will not allow housing discrimination to interfere with the attainment of its housing goals and objectives.

Programs:

10.1 The County will post notices indicating where housing discrimination complaints can be made and assist in referring

complainants to the appropriate State and Federal agencies.

Responsibility: County Economic Development/Housing
Division
Time Frame: Ongoing, 1993-1997

Objective Eleven: Citizen Participation

The County will make a diligent effort to include all economic segments of the community in the development and revision of the housing element.

Programs:

11.1 The County will contact involved local organizations and individuals during the process of making revisions to the Housing Element and will conduct public hearings prior to the adoption of revisions. The County will provide ample notice and opportunities for public review of and input on Housing Element policies.

Responsibility: Planning Department
Time Frame: Prior to revisions of the Housing
Element.

Objective Twelve: General Plan Consistency

The County will maintain the consistency of the housing element with other elements of the General Plan.

Programs:

12.1 To maintain consistency, the County will continue to review related elements of its General Plan in regard to housing policies, and shall review Housing Element objectives as it considers proposed General Plan amendments.

Responsibility: Planning Department
Time Frame: 1993-1997, as General Plan and
Housing Element revisions are
considered.

Objective Thirteen: Eliminating Unnecessary Governmental Constraints

Lassen County will seek to identify and eliminate unnecessary constraints to the provision of affordable housing.

Programs:

13.1 The County will review and eliminate when possible unnecessary constraints to the provision of affordable housing for all income levels, and propose and incorporate

policies which will support the objectives of the Housing Element.

Responsibility: Board of Supervisors
Time Frame: Ongoing, 1993-1997

13.2 The County will develop design review criteria which will accomplish its design review objectives in a manner which will not impose prohibitive design requirements on housing intended to meet low-income affordability needs.

Responsibility: Planning Department
Time Frame: 1993

APPENDIX A

REGIONAL HOUSING NEEDS PLAN
FOR
LASSEN COUNTY

REGIONAL HOUSING NEEDS PLAN
FOR
LASSEN COUNTY

January 1991 to July 1997

ADOPTED: June 28, 1991

EFFECTIVE DATE: ____ (date) ____

A 90-day period for local governments to propose revisions began on June 28, 1991 and expires on September 26, 1991.

INTRODUCTION

This plan has been prepared as the regional housing needs plan for Lassen County by the California Department of Housing and Community Development pursuant to the provisions of Section 65584 of the Government Code. The plan contains Lassen County's share of the statewide housing need to July 1997 and allocates shares of that need to Susanville and the County of Lassen. The purpose of the plan is to provide the local governments in Lassen County with their shares of the countywide housing need for inclusion in their housing elements by July 1, 1992.

The levels of household growth and construction need contained in this plan may be considered as minimum growth needs. Nothing in this plan should be taken to mean that a local government may not plan for more households than shown.

State law requires the regional housing needs plan for Lassen County to be adopted by June 30, 1991 and to include shares of regional housing need through the ending date of the next housing element update (July 1, 1997). Consistent with these requirements, the determinations of local shares of regional housing need shown in Tables 1 and 2 contain determinations of local shares of regional need for the period from January 1, 1991 to July 1, 1997. Table 1 contains the estimated number of households on January 1, 1991 by income group, the projected additional households by income group between January 1, 1991 and July 1, 1997, and the projected households by income group on July 1, 1997. Table 2 contains basic construction needs by income group through July 1997. It also shows the components which comprise the total. These include the existing shortage or surplus of units at the beginning of the planning period, the household growth allocations for the planning period, the number of vacant units needed because of the household growth, and the estimated number of normal market removals during the planning period. The methodology used in making the determinations contained in Tables 1 and 2 is described in the Methodology section of this plan.

Existing need is shown in both Tables 1 and 2. In Table 1, the "January 1, 1991" column shows the number of households, by income, who needed adequate housing as of the base date of the plan. In Table 2, the "1991 vacancy" need is -54 for Susanville and

TABLE 1
LASSEN COUNTY

HOUSEHOLD PROJECTIONS BY INCOME GROUP
JANUARY 1, 1991 TO JULY 1, 1997

<u>Jurisdiction and Income Group</u>	<u>January 1, 1991 Number (%)</u>	<u>July 1, 1997 Number (%)</u>	<u>Jan. 1991 to July 1997 Number (%)</u>
Susanville			
Very Low	689 (24.0)	729 (23.4)	40 (16.2)
Other Lower	516 (18.0)	558 (17.9)	42 (17.0)
Moderate	545 (19.0)	595 (19.1)	50 (20.2)
Above Moderate	1,119 (39.0)	1,234 (39.6)	115 (46.6)
Total	2,869 (100.0)	3,116 (100.0)	247 (100.0)
Unincorporated			
Very Low	1,064 (18.1)	1,271 (18.5)	207 (20.9)
Other Lower	1,061 (18.0)	1,242 (18.0)	181 (18.3)
Moderate	1,383 (23.5)	1,605 (23.3)	222 (22.4)
Above Moderate	2,386 (40.5)	2,766 (40.2)	380 (38.4)
Total	5,894 (100.0)	6,884 (100.0)	990 (100.0)
County Total			
Very Low	1,753 (20)	2,000 (20)	247 (20)
Other Lower	1,577 (18)	1,800 (18)	223 (18)
Moderate	1,928 (22)	2,200 (22)	272 (22)
Above Moderate	3,505 (40)	4,000 (40)	495 (40)
Total	8,763 (100)	10,000 (100)	1,237 (100)

The income group estimates were prepared by HCD using definitions contained in State and federal law as implemented by HUD and HCD. The definitions involve relationships to median incomes and family size adjustment factors. These relationships and factors were applied to 1980 income data.

TABLE 2
LASSEN COUNTY

BASIC CONSTRUCTION NEEDS
JANUARY 1, 1991 TO JULY 1, 1997

BY COMPONENTS*:

	<u>Housing Units</u>		
	<u>Susanville</u>	<u>Unincorporated</u>	<u>County Total</u>
Household Increase	247	990	1,237
1991 Vacancy Need	- 54	45	- 9
1997 Vacancy Need	20	250	270
Replacement Need 1990-1997	49	104	153
Total	262	1,389	1,651

BY INCOME GROUP:

	<u>Susanville</u>	<u>Unincorporated</u>	<u>County Total</u>
Very Low	42	290	332
Other Lower	45	254	299
Moderate	53	311	364
Above Moderate	122	534	656
Total	262	1,389	1,651

*Basic Construction Needs were calculated using the formulas shown in the Appendix. The following were used in the calculations: for Susanville: a homeownership percentage of 57.6, a vacant-not-for-sale-or-rent percentage of 3.9, and an annual removal rate of .002; for the Unincorporated Area: a homeownership percentage of 75.3, a vacant-not-for-sale-or-rent percentage of 17.7, and an annual removal rate of .002.

45 for the Unincorporated Area. This means that in Susanville there was a surplus of units over the minimum desirable vacancy level needed for the healthy functioning of the housing market. In the Unincorporated Area, there was a shortage.

Tables 1 and 2 also both contain determinations of projected need. Table 1 shows, by income group, the number of additional households each local government is to plan for. Table 2 shows the construction needed to accommodate, by income, the additional households by July 1997, including an allowance for normal market removals.

METHODOLOGY

Allocations of Household Growth

The allocations of shares of household growth shown in Table 1 are based on a continuation of the household growth patterns that occurred between 1980 and 1990. The trend line method of allocation is based on assessment of the expected economic conditions within the county during the planning period compared to the prior decade and on a determination that adequate sites and public facilities were available throughout the county during the 1980s and will continue to be available during the planning period. Basing the growth allocations on trend line and economic expectations takes into consideration market demand for housing, type and tenure of housing need, existing and projected employment patterns, and existing commuting patterns, and public transportation facilities.

Farmworker housing need is minimal in the county; and, to the extent it exists, it is included in the very low and other lower income allocations. Loss of units contained in assisted housing developments is not expected to be a factor during the planning period.

Allocations of Household Growth by Income

Four income groups are used in this plan. They are: Very Low, Other Lower, Moderate, and Above Moderate. Definitions for these terms are given in the Appendix.

In allocating household growth by income, two housing market areas were established: the Susanville Area and the balance of the county. The 1991 income group distributions

for the City of Susanville and the Susanville Area were estimated. In order to reduce a high concentration of very low income households in the City of Susanville, the income group allocations for the City are based on gradual convergence toward the income distribution in the Susanville Area. The City's allocations are based on reducing the income group differences between the City and the Susanville Area by approximately one-tenth by 1997. Because the balance of the county is a separate market and the economic characteristics of the area are not projected to change by 1997, the income group allocations for the balance of the county are based on continuance of the existing income distribution in the balance of the county. Because there are only two local governments in the county, the allocations by income for the unincorporated area were obtained by subtracting Susanville's allocations by income group from the projected household totals by income group for the entire county.

Basic Construction Needs

The basic construction needs were prepared by, first, preparing each of the components shown in the "By Components" section of Table 2 and then determining the number of units needed by income group. The formulas used in calculating each of the components of the construction needs are shown in the Appendix. The ownership rates and the "vacant-not-for-sale-or-rent" rates were taken from the 1990 U.S. Census. They and the annual removal rates used in the calculations are shown at the bottom of Table 2.

The percentages used in allocating the total construction need by income group are the percentages shown in the last column of Table 1. This means that, for each local government, household growth and construction need are allocated by income using the same income group percentages.

USE OF THE PLAN

The principal use of the allocations in this plan is inclusion in the local housing element as the shares of regional housing need. By doing this, the local government is planning to accommodate its share of the projected growth of the county and to provide opportunities for all income groups to have access to housing throughout the county.

Because regional housing needs plans are prepared a year or more before the statutory deadline for housing element updates, typically additional units have been built during the time period between the base date of the regional housing needs plan and the adoption of the housing element update. Local governments may reduce their allocations of construction need by the number of units which have been completed since the base date of this plan. Instructions for how to estimate the number of units completed by income group are available as part of a technical assistance package on housing element preparation which is available from HCD's Division of Housing Policy Development.

The shares of regional need contained in this plan are only a portion of the housing needs which are to be included in the local housing element. For example, housing elements are additionally required to include estimated affordability needs. This involves making estimates of the current number of lower income households (the very low and other lower income categories) who pay more than they can afford for housing.

Other existing needs which are to be included in housing elements but which are not included in this plan include estimates of overcrowding, of the needs of special groups, and of the number of housing units which are in substandard physical condition. Estimates of substandard units should include both estimates of the units which need rehabilitation and the units which are so substandard that they need to be removed.

The basic construction needs in this plan do not include allowances for all construction needs which result from the need to remove units which are beyond repair or are not economically feasible to repair. Units which are removed from the housing stock in the normal course of housing market activity (demolitions, changes to commercial use, etc.) are not necessarily the substandard units. Consequently, the basic construction needs are to be supplemented by estimates of construction needed because of the need to remove units which are in poor physical condition.

The determination (shown in Table 2) that there were or were not a sufficient number of housing units on the beginning date of this plan was made without regard to the physical condition of the housing stock, both occupied and vacant. The local housing element should estimate the units which are in substandard condition and assess whether there is sufficient existing standard housing.

APPENDIX B

STATE HOUSING PROGRAMS

APPENDIX B

STATE HOUSING PROGRAMS

The most significant source of state financing for housing programs administered by HCD has been derived from bond-funded programs. Recent bonds have been approved by Propositions 77, 84, and 107 (\$650 million). Although most of these funds have already been committed for urban areas, certain funds are still available for rural areas such as Lassen County.

Proposition 77, the California Earthquake Safety and Housing Rehabilitation Bond Act of 1988, provided \$150 million for housing rehabilitation, including seismic rehabilitation, and is the primary source of financing for the California Housing Rehabilitation Program (CHRP).

Proposition 84, the Housing and Homeless Bond Act of 1988, provided \$300 million for several housing programs, including \$200 million for the construction of rental housing. Proposition 84 is the primary source of funding for the Rental Housing Construction Program. In addition, Proposition 84 provided \$25 million for the rehabilitation of single-room occupancy hotels, which is administered through CHRP, as well as funding for the following programs: Family Housing Demonstration; Home Purchase Assistance (administered by the California Housing Finance Agency); Emergency Shelter; and Migrant Farmworker Housing.

Proposition 107, the Housing and Homeless Bond Act of 1990, provided \$150 million for rental housing construction, SRO rehabilitation, emergency shelter, and home purchase assistance.

The primary features of CHRP and RHCP are described below:

1. The California Housing Rehabilitation Program has two components: an owner component (CHRP-O) and a rental component (CHRP-R). The purpose of CHRP-O is to rehabilitate substandard homes owned and occupied by lower income households. The program provides three-percent, simple-interest loans on the unpaid balance. Loans generally carry a term of five years and can be extended for an additional five years.

The purpose of CHRP-R is to preserve and rehabilitate unreinforced masonry for multifamily units to increase their ability to withstand earthquakes. CHRP-R also provides for the rehabilitation and acquisition of substandard low-income rental housing. This program provides loans at three-percent simple interest. Loans are for a minimum of 20 years for rehabilitation only and 30 years or more for acquisition and rehabilitation.

2. The Rental Housing Construction Program provides 40-year loans with deferred payment of the principal. Loans carry an interest rate of three-percent per annum simple interest. The number of assisted units in each project must be at least 30 percent of the units. No less than two-thirds of the assisted units must be for very low-income households.

State Special Housing Programs

The Department of Housing and Community Development administers several programs directed toward special housing needs. In recent years, many of these programs have experienced severe funding reductions or have otherwise become inactive. These programs are described below:

1. **Self-Help Housing Construction Program:** Offers technical assistance grants to nonprofit corporations and local governments to cover the cost of administrative and support services they provide in operating local low- and moderate-income, self-help housing programs. Technical assistance may include training and supervision of self-helpers, loan packaging and counseling, and associated office costs. Ten-percent, simple interest loans are made to sponsor organizations to assist with project development and construction. Twenty percent of program moneys are targeted toward rural areas.

2. **Rural Predevelopment Loan Program (RPLP):** This program provides predevelopment capital for starting low-income housing projects. Eligible costs include site control, engineering studies, architectural plans, legal services, permits, and bonding.

3. **Urban Predevelopment Loan Program:** This program offers the same services as the RPLP.

4. **California Indian Assistance Program (CIAP):** CIAP offers technical assistance to California Native Americans, helping them obtain funding from state and federal agencies for housing, community, and economic development.

5. **Emergency Shelter Program (ESP):** This program makes grants and loans to local governments and nonprofit agencies for the purchase, lease, renovation, repair, or operation of emergency shelters for the homeless.

6. **Office of Migrant Services (OMS):** This program, administered by HCD, operates 27 migrant centers distributed among 15 counties. The centers generally operate from April through November. Land is provided by the locality. The state owns the buildings and equipment and operates the program, usually contracted with a local housing authority. Lassen County is not one of the counties in the OMS program.

7. **Farmworker Housing Grant Program:** This HCD-administered

program offers up to 50-percent matching grants for the construction and rehabilitation of owner-occupied and rental housing for low-income, year-round farmworkers.

8. Rural Development Assistance Program (RDAP): RDAP stations development staff in under-served rural areas to train local government agencies to acquire and administer federal and state development funds. (Program funding may have been eliminated for this program.)

9. Rural Community Facilities Technical Assistance Program (RTAP): RTAP awards grants to local government agencies or nonprofit corporations to pay for the predevelopment activities to obtain federal or state grants to correct severe water and waste water problems. (Program funding for this program may have been eliminated.)

10. Senior Center Shared Housing Program: Offers grants to local governments and nonprofit corporations to assist seniors to find others with whom they can share housing. (This program is inactive.)

APPENDIX C

ANALYSIS OF
IMPLEMENTATION OF THE 1986 HOUSING ELEMENT

APPENDIX C

ANALYSIS OF IMPLEMENTATION OF THE 1986 HOUSING ELEMENT

(NOTE: The following analysis constitutes review of the previous housing element and analysis of what has been achieved. A summary of what has been learned from this analysis and considered in preparation of the 1993 revision is contained in Chapter VI.)

The County's overall housing goal, as expressed in the 1986 Housing Element, was:

To facilitate the provision of an adequate supply of sound, affordable housing units in a safe and satisfying environment for the present and future residents of the County, regardless of race, age, religion, sex, marital status, ethnic background, or personal disabilities.

The Housing Element then outlined the following policies to, "guide the objectives and programs necessary to fulfill the County's housing goal":

The County shall, in coordination with private enterprise and assistance from State and Federal agencies, endeavor to:

- [] Ensure there are an adequate number of housing units to meet the needs of its citizens.
- [] Ensure that housing is affordable to all economic segments of the community.
- [] Ensure that there are adequate sites and facilities available to support future housing needs.
- [] Ensure that there are housing units available to serve persons with special housing needs.
- [] Work diligently towards the rehabilitation of its housing stock and strive to replace housing units in need of repair.
- [] Encourage regular maintenance of housing as a means of conserving existing housing stock.
- [] Assist citizens in need of short term emergency housing.
- [] Prevent discrimination in housing.

[] Require citizen participation as part of the housing element preparation and revision process and maintain consistency between all policies of its general plan.

HOUSING OBJECTIVES AND PROGRAMS

To implement the policies cited above, the Housing Element identified a total of eleven objectives with proposed programs to implement each objective.

The following analysis summarizes the results of each of these objectives and programs in terms of what was projected or planned in the element and what was achieved.

Objective One: Meeting Basic Construction Needs

"Lassen County shall encourage the construction or placement of at least 2,681 new housing units during the eight-year period of 1984-1992. To accomplish this objective, about 335 new units must be added annually between 1984 and 1992."

Review:

The 1986 Housing Element included basic construction needs for the unincorporated area of Lassen County for the period 1984 through 1992. These needs were estimated by the Department of Housing and Community Development as part of the Regional Needs Plan. The estimate was derived by subtracting the 1984 housing supply from the projected number of households for 1992.

For 1984, the Housing Element recognized 5,329 households and a total of 6,846 actual units. For 1992, the Element projected the probability of 7,550 households and the need for 9,527 total housing units. This would have necessitated the construction of 2,681 new units by 1992.

This projection from 1984 of the need for 9,527 housing units by 1992 can be compared to the Department of Finances housing estimates of existing units in 1992, as calculated in April, 1992. The Department of Finance's Demographic Research Unit estimated a total of 7,494 existing housing units in the unincorporated area of Lassen County in January, 1992. It also estimated a vacancy rate of 19.70 percent.

The Lassen County Building Inspector reports that, in the period 1984-1992, a total of 1074 building permits were issued for new construction of residential units, including 417 permits for the installation of mobile homes. This is an average of approximately 120 units a year.

These figures reveal that, overall, less units were actually built than were projected to be needed by 1992. However, the high vacancy rate, in spite of the moderate amount of actual construction, may suggest that the Regional Housing Needs projections for 1992 were excessive.

Objective One Program Review:

1.1 The Planning Department, Building Inspector, and Department of Public Works, shall regularly review their permit procedures in order to minimize the cost and time of processing permits.

Review: This has been done on an ongoing basis. Unfortunately, the County's financial situation and the need for development impact fees has added to the cost of housing construction. In regard to permit processing time, Lassen County continues to be one of the swiftest Counties in the State in the processing of building permits.

1.2 The Building Department will not impose any requirement for construction other than those mandated by state law or those necessary to maintain orderly community development and the health and safety of citizens.

Review: Building Department requirements are limited to the Uniform Building Code and zoning compliance. If additional requirements are imposed, it is the County and not solely the Building Department which imposes them. In some areas, there has been an increasing demand for and imposition of "design review" requirements. This is generally believed to be in the interest of maintaining "orderly" community development and does not appear to be a burdensome constraint for typical housing.

1.3 When the County updates its general plan or prepares its area plans, all policies, implementation measures and standards will provide a clear understanding of the County's development requirements.

Review: Area Plans, as General Plan amendments, include land use policies and certain standards and development requirements. They have not and can not address all development requirements which are more appropriately addressed through zoning ordinances and specific development codes. Nevertheless, the County does consider the relationship and consistency of its general plan policies with its development requirements and has attempted to clarify applicable development requirements through its General Plan.

1.4 The Planning Department will continue to hold pre-application conferences with developers to assist them in identifying sites for projects, to explain permit procedures, and to resolve potential problems in housing projects.

Review: The Planning Department has made staff available to meet with prospective developers and continues to encourage such conferences in the preliminary stages of the project planning process.

Objective Two: Providing Affordable Housing

"During the 1984-1992 period, Lassen County will encourage the construction or placement of at least 1,743 housing units affordable to persons of very low to moderate incomes. To accomplish this objective, about 70 units affordable to very low income households; 57 units affordable to other low income households; and 90 units affordable to moderate income households must be constructed, on the average, each year."

Review: As stated above, estimates of total housing units by the Department of Finance in 1992 (7,494 units) are short of the Housing Need projection of 9,527 units.

Having projected that 1074 units were constructed, the estimated annual average of new units constructed during the eight-year period 1984-1992 was 81 units compared to the projected "needed" average of 335 units per year. If we use the Regional Needs Plan assumption that 35 percent is above moderate income, we might project that a total of less than 375 units were constructed in the affordability range to meet low and moderate income housing needs. Further breakdown would suggest the following annual averages of constructed units: 28 units (21 percent) affordable to very low income households; 23 units (17 percent) affordable to other low income households; and 36 units (27 percent) affordable to moderate income households.

Objective Two Program Review:

2.1 The County will continue to encourage the development of affordable housing by enlisting the support and cooperation of private developers and non-profit organizations. The County, in turn, will provide support services such as helping identify sites where low and moderate income housing will not conflict with existing development policies; expediting the processing of permits; maintaining up-to-date information about the availability and requirements of various state and local programs; and, assisting them in obtaining permits from regional or state agencies.

Review: The County has continued to maintain support services, including maintenance of the Housing Office. The County hopes to continue the Housing Office program, but will require funding assistance to do so.

There appears to be need to more specifically identify, designate and zone multi-family sites or areas where low and moderate income housing can be facilitated.

The Westwood Area Chamber of Commerce, in a letter dated March 12, 1993, has submitted the opinion that no additional low income multiple-family housing is needed in the Westwood area. Although a more complete study of need and capacity is needed, such input suggests that the County needs to examine the existing and potential distribution of assisted housing in Lassen County.

2.2 The County will provide a 25 percent density bonus for those projects of low or moderate income or by similar means consistent with Government Code Section 65915.

Review: The County has not established a policy or ordinance specifically addressing density bonuses, primarily because it has not been an issue. Density constraints have not, in and of themselves, constrained the provision of low or moderate income housing in the unincorporated areas of the County. Nevertheless, the County is prepared to comply with state law in this respect.

2.3 The County will continue to allow second units in qualifying single family residential areas. The County will regularly review the ordinance and amend it as necessary to eliminate any obstacles which would prevent the County or individuals from carrying out the intent and purpose for which the ordinance was created.

Review: Lassen County Code Section 18.108.270, in conjunction with the regulations for individual zoning districts, regulates the provision of second units. In most cases, second units are allowed subject to approval by the Planning Commission of a Use Permit. The maximum living area of a second home is 1000 square feet.

This ordinance has been amended periodically (most recently, November, 1991) to expand opportunities in certain zoning districts and land use circumstances. In the A-2, Agricultural Residential, District, a second unit can be approved by the Planning Department "over the counter" if the size of the parcel is at least twice the required minimum parcel size allowed by the zone. The Planning Department is considering additional revisions.

2.4 The County will continue to encourage and assist developers and non-profit groups with: FmHA 502 loan applications to construct low to moderate income housing; FmHA 515 loans and other programs to construct below-market rental housing; and HUD 202 funds and rent subsidy to provide low income rentals for the elderly and the handicapped; assistance provided by the Housing Office includes client referral, loan packaging, assistance with plans and specifications, coordination of County permitting requirements, provision of necessary statistics, and negotiations with Federal and local agencies.

Review: Lassen County established a Housing Office in December, 1977. The first priority of the Housing Office was to provide rehabilitation loans to low and very low income households to rehabilitate substandard dwelling units. Funds were provided by HUD until 1982. In 1982, HUD began to allocate CDBG funds to the state. These funds are administered by the Department of Housing and Community Development for distribution to local agencies.

Since 1982, three CDBG grants have been approved for housing rehabilitation in Lassen County. The Housing Office is currently applying for a fourth CDBG grant and is in the process of researching additional programs that would benefit low and very low income households. The Housing Office has assisted developers in applying for FmHA 502 and FmHA 515 loans by providing statistical information and client referrals (i.e., Westwood Senior Apartments, Westwood Hospital) and with loan packaging, (i.e., Leavitt Lake Subdivision).

In March, 1993, the County merged the Housing Office with the Economic Development Office under the management of the Planning Department. This was done to coordinate the Housing Office with other community development and planning functions.

2.5 The County will continue to actively assist the Great Northern Corporation (GNC) ... [to] increase the supply of rental units that receive "Section 8" rental assistance payments. The County Housing Office will continue to assist GNC by providing client referral, and assisting with inspections, appointments, property owner interest, statistics and other program endorsements.

Review: The Housing Office has worked closely with the Great Northern Corporation to increase the supply of rental units that receive "Section 8" rental assistance payments. In addition, the Housing Office gave input to GNC to increase the number of certificates awarded to Lassen County. Numerous client referrals have been made to GNC for the Section 8 program. Housing Staff

has met with GNC staff on many occasions to conduct inspections and assist with client/owner interests.

Objective Three: Providing Adequate Sites and Services

"The County shall provide adequate sites and services by rezoning additional land for residential land use if necessary; assist in the expansion of water and sewer facilities; and "fine tune" existing policies."

Review: The lack of adequate zoning is not believed to be an unwarranted housing constraint, but there appears to be need for a specialized zoning study related to the apparent need for additional multi-family housing.

The lack of water and sewer facilities appears to be a constraint. It is difficult to significantly distribute housing opportunities in communities that do not have adequate services. The County has supported the development of a sewer system at Eagle Lake for residential development and studies for the development of a water system in Johnstonville.

The County continually "fine tunes" its development policies.

Objective Three Program Review:

3.1 The County will cooperate with the City of Susanville in the annexation and further facilitation of housing development, including multi-family dwellings, in the vicinity of Susanville where public water, sewer service, and other services are available.

Review: In 1992, the County cooperated with the City in the annexation of approximately 900 acres; much of which was and is zoned for residential development with municipal services.

3.2 The County will continue to encourage and assist special districts to expand and improve sewer, water and fire protection capabilities.

Review: The County continues to encourage, assist and advise special districts in the formation of community service districts and the use of development fees, etc. to finance such services. The County has no ability to help fund needed improvements and expansion of such services. The County is, if funding allows, preparing an aggressive community development program which will be facilitated by the recent merger of the Housing Office with the Planning Department's Economic Development Division.

3.3 The County shall continue its advanced planning program in the preparation of Area Plans for the unincorporated communities of the County. The plans shall identify areas suitable for residential development and designate them as such in the General Plan.

Review: The County has continued the Area Plan program. Since 1986, it has adopted area plans for the Johnstonville and Wendel Planning Areas and is currently working on the Richmond/Gold Run Area Plan. The County is presently considering revision of the area plan for the unincorporated community of Westwood.

Objective Four: Rehabilitation and Replacement of Existing Housing Stock

"Lassen County shall seek to attain the rehabilitation of 200 housing units and the replacement of 25 housing units by 1992 through State, Federal and private funding sources."

Review: Lassen County has rehabilitated 47 housing units since 1986 using State Community Development Block Grants. It has not been directly involved in a replacement program.

Objective Four Program Review:

4.1 The County will continue to apply for State Community Development Block Grants and other applicable aid in order to finance the rehabilitation of dilapidated homes in the County, and will be prepared to administer and implement such programs.

Review: The County has been awarded two Community Development Block Grants for housing rehabilitation since 1986. (See discussion under 2.3 above).

4.2 The County will continue to encourage and assist developers and non-profit groups to undertake rehabilitation projects and in the application for State and Federal funds for rehabilitation programs. The Housing Office will assist by giving public endorsement, supplying statistical information, coordinating County requirements, and assisting with plans and specifications and client referrals.

Review: The Housing Office has assisted developers in undertaking rehabilitation projects. Assistance has been in the form of supplying statistical information and finding funding sources.

4.3 The County shall continue to notify the public and owners of homes which are in need of rehabilitation of programs (e.g. CDBG projects) available for assistance in needed repairs. Notices of available funding is commonly made

through newspapers, radio stations, information fliers, public meetings and by housing coordinators serving as guest speakers.

Review: Housing staff has used many forms of media to inform the public and home owners of the housing programs available. Many advertisements have been placed in the local newspaper, aired on the radio, and posted at local post offices. In addition, Housing Staff has been interviewed on the radio and in newspaper articles.

4.4 The County will encourage and support, as needed, the State Deferred Loan Program for situations where one program cannot supply sufficient funds to complete a project.

Review: The County has not processed an application for a State Deferred Loan since 1983. The Housing Office currently has three accounts maintained under this program.

Objective Five: Conserving Existing Housing

"Lassen County shall promote the idea that periodic home maintenance is good for the community and its residents. A total of 120 units should be conserved by 1992."

Review: The County has not actively promoted periodic home maintenance as part of its Housing Program. The County has no estimates on the number of units conserved through privately motivated periodic maintenance, but 120 appears to be a realistic estimate.

Objective Five Program Review:

5.1 The County will stimulate voluntary code compliance and enhancement of housing conditions by coordinating the establishment of home repair clinics with possible assistance from the Agricultural Extension Service and/or Lassen Community College, and by establishing a fix-it-yourself library.

Review: This objective has not been implemented.

5.2 The County will enforce the Housing, Building, Electrical, Fire Prevention Codes and the Health and Safety Regulations.

Review: These regulations are enforced on a continual basis.

Objective Six: Fulfilling Special Housing Needs

"Lassen County shall encourage the construction or placement of enough and types of housing units necessary to met the needs of households with special housing requirements."

Review: The County has not implemented an active promotional program for the construction of special needs housing.

Objective Six Program Review:

6.1 The County will review applicable housing project proposals to ensure provision of housing units for special needs groups.

Review: The County has been prepared to consider special housing proposals when they are made. From a regional perspective, however, most interest in special needs housing has been directed toward development within the City of Susanville where a more complete range of services are available.

6.2 The County will encourage, support and assist non-profit and for-profit groups and individuals to apply for funds from available State and Federal programs to provide special need housing.

Review: The County has maintained a Housing Office to advise the community on housing programs and funding opportunities. Its ability to assist in the application process has been and may continue to be limited by funding constraints.

6.3 The County will continue to encourage the construction of housing for senior citizens near areas where a full range of governmental, commercial and medical facilities exist.

Review: A full range of services in Lassen County is primarily available in the City of Susanville and, to a lesser degree, the community of Westwood. The County has encouraged and facilitated senior housing in these areas. The Westwood Senior Apartments were completed in 1991. It has 23 FmHA assisted units.

6.4 The County will award a 25 percent density bonus for projects in which more than 25 percent or more of the units are designed to meet the needs of physically disabled persons.

Review: This policy has not been implemented.

6.5 The County will solicit State assistance in the evaluation of Lassen County's farmworker housing needs as a

local and regional housing issue.

Review: Significant need for evaluation of farmworker housing needs in Lassen County has not been called to the County's attention. The 1991 Regional Housing Needs Plan concluded that, "Farmworker housing need is minimal in the County." The County has not solicited State assistance, nor has the State approached the County to address this issue. As long as the County can afford to maintain its Housing Office, it will be prepared to cooperate with the State if and when such an evaluation is needed. The Planning Department has a posted bulletin regarding the Employee Housing Act for farmers and growers.

6.6 If a program for the organized provision of farmworker housing is warranted, the County will apply or assist in the application for funds, or will seek a sponsor to provide adequate housing. State Programs in which the County could participate include the Farmworker Housing Grant Program and the Migrant Services Program, both administered by the Department of Housing and Community Development.

Review: The need for such a program in Lassen County has not, to date, been demonstrated. The County has been receptive to considering evidence of need and, if warranted, providing assistance in applications for funding, provided the County can afford to maintain its Housing Office. The County is not included in the State's Office of Migrant Services housing program.

6.7 The County will encourage non-profit and for-profit groups to provide low cost day care facilities in appropriate areas of the County.

Review: The County has not been involved in the active promotion of day care facilities.

6.8 The County will be prepared to advise tenants of mobile home parks, as requested, to consider purchase of their mobile home parks by using the provisions of AB 484.

Review: To date, this has not been an issue in Lassen County and the County has not been called upon to provide such advice.

Objective Seven: Minimizing Housing Costs by Energy Use

"Lassen County shall seek ways to reduce residential energy use as a means of minimizing monthly housing costs."

Review: The Lassen Economic Development Corporation has continued its weatherization program.

The County has also applied for and received a grant from the California Energy Commission to prepare an Energy Element for its General Plan. The Energy Element (expected to be adopted in 1993) will contain a chapter establishing policies for energy conservation and cost efficiency, including residential energy use (see Chapter V of this Element).

Objective Seven Program Review:

7.1 The County will support and cooperate with for-profit and non-profit groups offering home weatherization programs.

Review: The Housing Office works closely with Lassen Economic Development Corporation (LEDC), the non-profit group offering home weatherization and energy assistance to low-income households in Lassen County. Both County Housing Office staff members currently serve on the LEDC Board of Directors.

7.2 The County will require, whenever possible, all new major subdivisions to be laid out on an east-west alignment for southern exposure in order to take advantage of the sun's natural heating abilities.

Review: Lassen County has had no major subdivision applications in which the constraints of poor solar alignment was an issue. The Planning Department has reviewed the design of proposed subdivisions pursuant to Government Code Section 66473.1 in regards to provisions for solar exposure and natural heating and cooling opportunities.

7.3 The County should adopt a solar access ordinance which will allow the County to require, as a condition of approving a tentative subdivision or parcel map, the dedication of easements for the purpose of assuring that each parcel or unit in the subdivision shall have the right to receive sunlight access.

Review: Solar access has not been an issue in the unincorporated areas of the county, primarily because of the single-family nature of most residential development. A solar access, or sunlight easement, ordinance pursuant to Government Code Section 66475.3 has never been adopted.

Objective Eight: Providing Emergency Housing

"The County shall endeavor to provide emergency shelter to homeless citizens on a short term, emergency basis."

Review: Short-term emergency shelter is provided to homeless citizens by the County Welfare Office, the

Salvation Army and Lassen Family Services.

Objective Eight Program Review:

8.1 The County will continue to provide shelter for the homeless and for emergency cases through support of the Salvation Army's administration of the annual CSBG allocation from the Department of Housing and Community Development.

Review: The Salvation Army continues to receive an annual CSBG allocation from HCD to be used for the homeless program.

Objective Nine: Eliminating Housing Discrimination

"The County shall not allow discrimination to interfere with the attainment of its housing goals and objectives."

Review: The County has never allowed known cases of discrimination to interfere with the attainment of its housing goals and objectives.

Objective Nine Program Review:

9.1 The Lassen County Housing Office will continue to serve as the local contact for housing discrimination complaints and property owner/renter disputes. The public will continue to be notified of complaint channels through posting in public places related to housing services.

Review: Few complaints have been received by the Housing Office. Better clarification of channels for considering complaints appears to be needed, as well as additional posting of information and notices advising public of complaint channels.

The Housing Office has referral lists to assist owners and renters in housing discrimination disputes. A flow-chart of contacts is displayed in the Housing Office.

Objective Ten: Citizen Participation and General Plan Consistency

"The county will make a diligent effort to include all economic segments and interests of the community in the development and revision of the housing element. In addition, the County will maintain the consistency of the housing element with the other elements of the general plan."

Review: The County has notified and consulted with a cross-section of the community in the revision of the housing element, as well as distributed drafts and encouraged comments through public notices. A list of people and agencies who have been involved in the

process is included in the Housing Element.

Sensitivity to and review of inter-element consistency is done on a continual basis. The County is also currently updating and reformatting its General Plan. This will provide an excellent opportunity to further review related policies of other elements and ensure consistency with the Housing Element.

Objective Ten Program Review:

10.1 The County will continue to maintain consistency between the housing element policies and other policies contained within the general plan.

Review: See Objective Ten review comment above.

Objective Eleven: Eliminating Unnecessary Governmental Constraints

"Lassen County will be constantly aware of the need to identify and eliminate, when possible, unnecessary constraints on the provision of affordable housing."

Review: See Objective Eleven Program Review below.

Objective Eleven Program Review:

11.1 The County will, in the course of reviewing and amending its zoning and Subdivision Ordinances, review and eliminate, when possible, unnecessary constraints to the provision of affordable housing for all income levels, and propose and incorporate policies which will support the objectives of the Housing Element.

Review: The Planning Department constantly works with and reviews county development ordinances. However, demands related to development (e.g. environmental protection, need for development fees to fund needed services) have caused the County to adopt requirements which, directly or indirectly, add to the cost of housing. Other local agencies, such as school districts and fire protection districts, have also found it necessary to adopt developer fees to enable them to provide needed and desired services

Due to state policies related to County revenues (e.g. property taxes), as well as other economic factors, the County expects that similar developer fees will continue to be adopted. This will further escalate the cost of housing unless comprehensive changes are made in the way capital improvement and operating funds for needed services are generated.

APPENDIX D

HOUSING CONDITIONS SURVEY

APPENDIX D

HOUSING CONDITIONS SURVEY

A housing conditions survey was conducted in 1992 by the Lassen County Housing Office to evaluate present housing conditions. The survey evaluated a sample of 1407 dwelling units, or approximately 19 percent of the total housing stock (7,494 units) in the unincorporated area of the County. Community areas covered in the survey included Westwood, Doyle, Janesville, Standish, Litchfield, Johnstonville, Eagle Lake, Lake Forest Estates, Leavitt Lake, and the unincorporated vicinity around the City of Susanville.

The following definitions were used to identify housing conditions. Also given is the point range used in the survey form to score the condition of units sampled. A copy of the Housing Condition Survey form is attached. This form provides additional information on the point system used. A unit must receive 10 or more points to be counted as needing rehabilitation.

Sound: 9 points, or less

Unit appears well maintained and structurally sound.

Minor: 10 - 15 points

Structurally sound unit that shows signs of minor deferred maintenance or upkeep.

Moderate: 16 - 39 points

Unit needs repair of two or more systems, such as roofing, electrical, foundation, thermal pane windows, etc.

Substantial: 40 - 55 points

Unit needs replacement of several major systems, such as complete or partial foundation work, repairing or replacement of exterior siding, repairing or replacement of roof, complete rewiring.

Dilapidated: 56 points, plus

Unit appears to have serious structural problems and may require major repairs. The cost of these repairs may equal or exceed the value of the rehabilitated unit.

The results of the survey are indicated below:

<u>Extent of Repairs Needed</u>	<u>Number of Units</u>	<u>Percent of Sample</u>
Minor:	166	11.8 %
Moderate:	224	15.9 %
Substantial:	65	4.6 %
Dilapidated, Should be Replaced:	127	9.0 %

Based on these results, the Housing Office projects that a total of 32 percent of homes in Lassen County may be in need of some rehabilitation. This would amount to 2,400 units in the County.

The nine percent of units that are dilapidated and in probable need of replacement equates to a total of 670 units in the County.

A pie chart of the overall percentages of the housing conditions survey is attached.

V-1

HOUSING CONDITION SURVEY

POINTS

#1 <u>Foundation</u>	#2 <u>Roofing</u>	#3 <u>Siding</u>	#4 <u>Windows</u>	#5 <u>Doors</u>	#6 <u>Electrical</u>	<u>TOTAL</u>
-------------------------	----------------------	---------------------	----------------------	--------------------	-------------------------	--------------

#1 - FOUNDATION

- 0 Existing Foundation in Good Condition
- 15 Needs a partial foundation
- 25 Needs a complete foundation

#2 - ROOFING

- 0 Does not need repair
- 5 Needs Patching
- 10 Needs structural repair
- 15 Roof structure needs replacement and re-roofing

#3 - SIDING

- 0 Does not need repair
- 3 Needs painting
- 5 Needs to be patched and repainted
- 10 Must be replaced and painted

#4 - WINDOWS

- 0 No repair needed
- 5 In need of repair
- 10 In need of replacement

#5 - DOORS

- 0 No repair needed
- 1 Painting needed
- 2 Replacement needed

#6 - ELECTRICAL

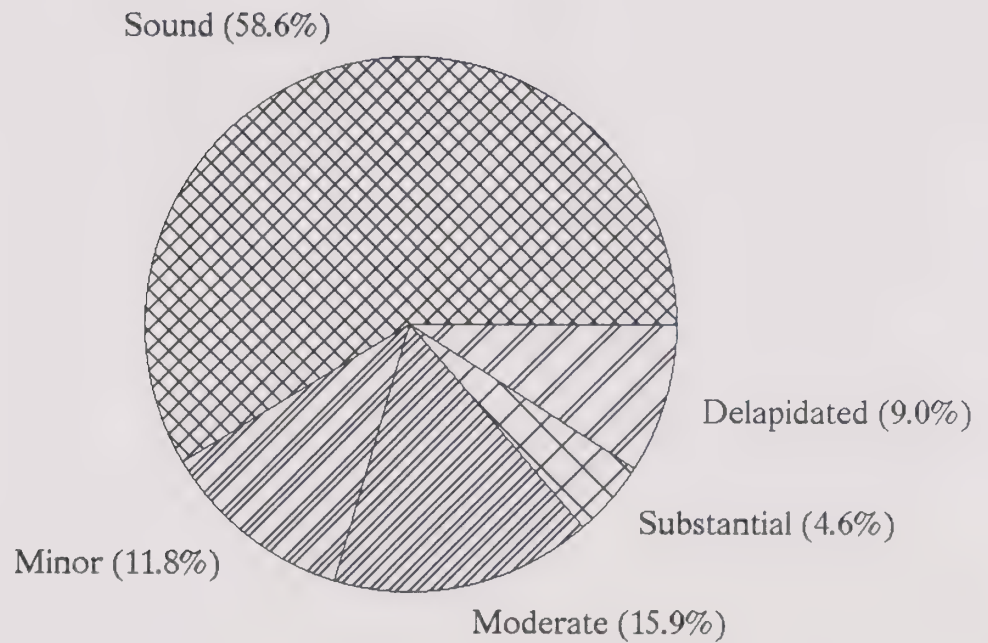
- 0 No repair needed
- 10 Needs some electrical repairs
- 15 Needs new wiring, whetherhead, circuit box

NOTE: A unit must receive 10 points or more to counted as in need of rehabilitation

Sound	9 or less
Minor	10 - 15
Moderate	16 - 39
Substantial	40 - 55
Dilapidated	56 and over

HOUSING CONDITIONS SURVEY

SUMMARY OF ALL AREAS



APPENDIX E

COMMUNITY PARTICIPATION LIST

APPENDIX E

COMMUNITY PARTICIPATION LIST

The following people and agencies contributed to preparation of the Housing Element by assisting in the collection and varification of housing information, discussion of proposed policies, and/or by reviewing and commenting upon the Draft.

Alex de Martimprey,
Westwood Area Chamber of Commerce

Michael J. Dour,
City of Susanville

Judy Ernaga,
Salvation Army

Debbie Jennings,
Lassen Economic Development Corporation (LEDC)

Pat Landon,
Lassen County Economic Development Division

Kiwana Mahon,
Lassen Family Services

Jim Martin,
Martin's Appraisal Service

Glen Nadar,
Cooperative Extension

Elaine Schooler,
Lassen County Welfare Department

Helen Shephard,
Lassen County Board of Realtors

Jerry Severson,
Caltrans

Jim Sweet,
Lassen College Constructions Trade Program

U.C. BERKELEY LIBRARIES



C124912803

